OCTOBER 1969 THE JOURNAL OF THE NATIONAL EDUCATION ASSOCIATION

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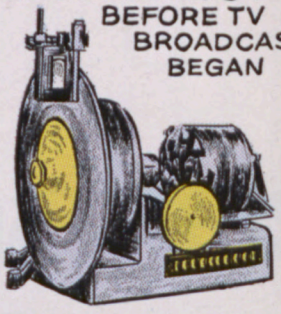
STRANGE as it seems — ELSIE HIX

THE ORIGIN OF THE MODERN DAY UMBRELLA WAS A SUNSHADE, USED BY NOBILITY IN ANCIENT EGYPT

COLOR TV, IN A CRUDE STATE, WAS DEMONSTRATED IN **1928**... NEARLY **8** YEARS BEFORE TV BROADCASTING BEGAN



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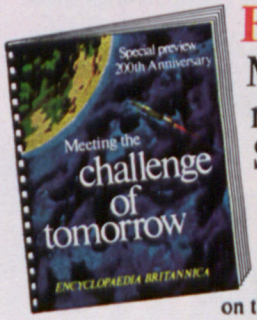

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Today's Education

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Researcher: Doris Johnson
Production Manager: Joseph A. Perez

Publisher: John D. Sullivan
Circulation Manager: R. K. Butler, Jr.
Advertising Manager: Robert F. O'Connor

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It's air. The only lubricant needed for Airstar—the new air bearing developed by General Motors to allow parts to move smoothly in places where conventional bearings aren't practical.

For example, the textile industry. Airstar bearings don't need oil, so there's no chance for the fabric to get soiled from dripping lubricants.

Air bearings work even when temperatures rise as high as 2000°F, making them ideal for ovens, furnaces, and hot metal pumps.

GM
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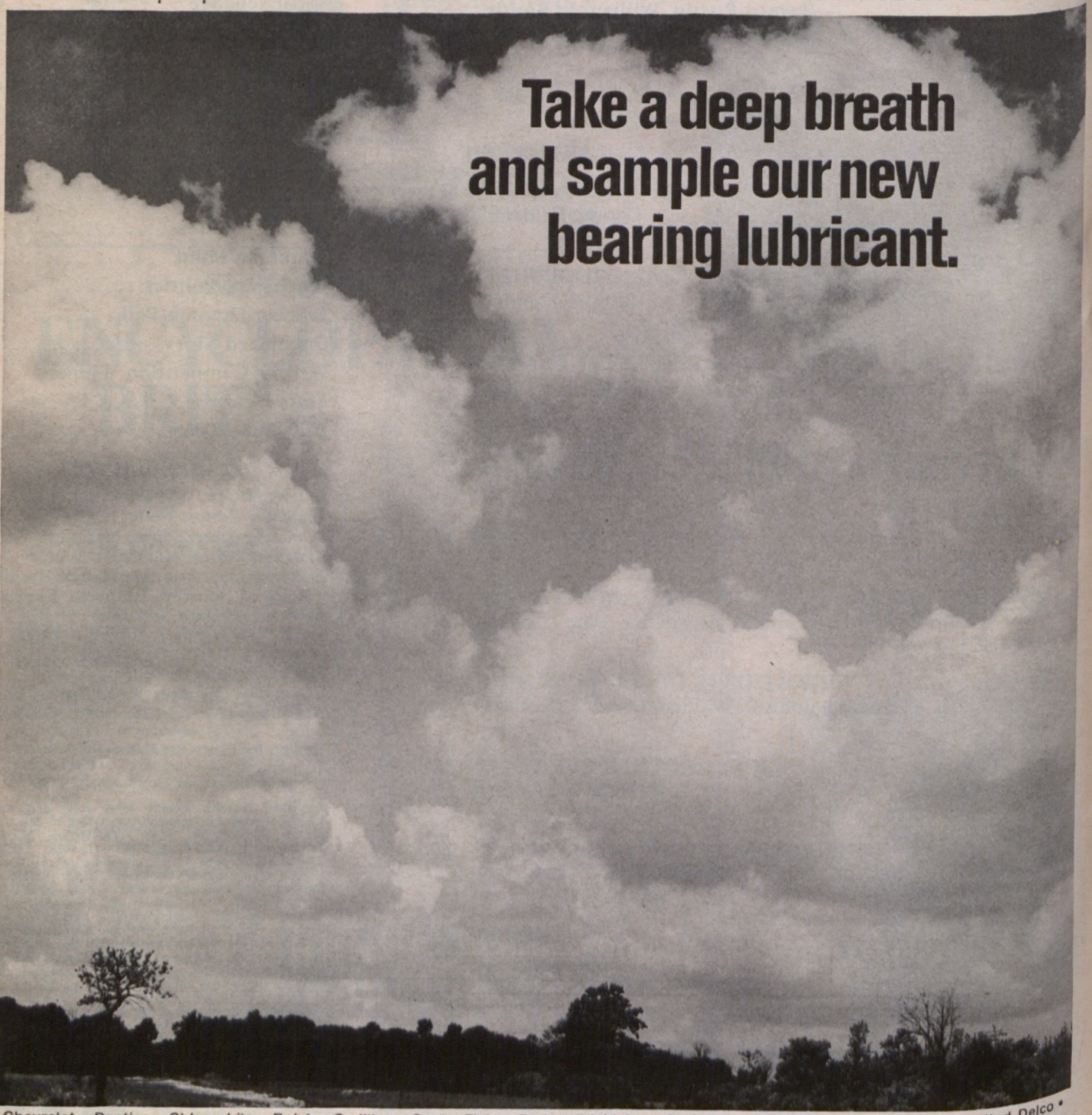
And since they can rotate at very high speeds, they're perfect for centrifuges, machine tool spindles, and dental drills.

Airstar bearings even work under water.

The idea for air bearings has been around for a while, but it took the people at General Motors Research Laboratories and GM's New Departure-Hyatt Bearings Division to make the idea practical.

General Motors



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Poor Discipline Chief Complaint, According to Nationwide Poll

Most Americans Wouldn't Cut Education Aid, Poll Shows

USOE Predicts 41 Percent Rise in School Costs by 1977

United Nations Designates 1970 as International Education Year

Fulbright-Hays Grants Open to Teachers and Instructors

NEWS AND TRENDS

Poor Discipline Chief Complaint, According to Nationwide Poll

The teaching profession has probably never been held in higher esteem than it is now, according to one of the most comprehensive surveys ever taken on the opinions of American adults about teachers and schools.

According to the poll, made by the Gallup organization, Americans think qualified teachers are the most important element in building good schools. Yet, the Gallup surveyers said, "There is little understanding of what is meant by a 'qualified teacher.'"

Three out of every four persons sampled said they would like to have a child of theirs become a public school teacher.

The chief complaint against the public schools, the poll shows, is that students do not receive enough discipline. Discipline was also cited as the second most important element in judging good schools.

Gallup officials cited recent student disorders as the reason for the high concern about discipline. "If the school officials cannot keep students in line, then the school, in the eyes of the public, is a poor one," the survey said. Only 2 percent of the polled sample said that school discipline was too strict; 49 percent thought it was not strict enough; 44 percent thought it was about right; and 5 percent had no opinion.

Gallup and C.F.K., Ltd., plan to repeat the poll every year as part of an effort to develop a national portrait of school opinion against which local community polls can be compared.

Most Americans Wouldn't Cut Education Aid, Poll Shows

The last place to cut federal spending should be in aid to education. This was the conclusion of 60 percent of those Americans polled by the research firm of Louis Harris for *Life* magazine. The poll covered a cross section of Americans, young and old, rich and poor, urban and rural.

Ranking behind education in things they would not cut from the federal budget were pollution control (38 percent wouldn't cut it), poverty programs (34 percent), aid to cities (26 percent), and highway financing (24 percent).

Forty-eight percent of those polled said they wanted to put all their children through college but did not have the money. (Data from the Harris Polls, *Life* magazine, August 15, 1969)

USOE Predicts 41 Percent Rise in School Costs by 1977

By 1977, education costs will soar 41 percent higher than for the current school year, college degree-credit enrollments will rise 54 percent, and high school enrollments will go up 22 percent. Enrollments in kindergarten through grade 8 are due to decrease by about 2.6 percent. The number of classroom teachers in elementary and secondary schools will increase 9.5 percent.

These predictions are based on figures released recently by the U.S. Office of Education.

Total expenditures of all regular public and private elementary and secondary day schools are expected to go from $35.5 billion in 1967-68 to $46 billion in 1977-78, the USOE estimates. Total expenditures of institutions of higher education may rise from $18.8 billion to $30.3 billion. Fall enrollment in K-12 will increase from 49.9 million in 1967 to 51.9 million in 1977; the number of full-time and part-time classroom teachers, from 2.1 million to 2.3 million.

United Nations Designates 1970 as International Education Year

The United Nations General Assembly has designated 1970 as International Education Year. UNESCO, which has been given responsibility for the observance of IEY, announced that the main thrust of the year will be a stocktaking by each member nation of its own education.

In this country, the United Nations Association is encouraging community organizations to intensify their efforts to identify the strengths and weaknesses of local schools and to support programs designed to ensure equality of educational opportunity for all.

Fulbright-Hays Grants Open to Teachers and Instructors

Fulbright-Hays grants will be available to elementary and secondary school teachers and to college instructors and assistant professors to teach abroad during the 1970-71 school year or to attend summer 1970 seminars. Summer seminars are planned in Germany, Italy, and India for teachers of German, Latin, and history and for supervisors of social studies.

To be eligible, a U.S. citizen must have a bachelor's degree and three

NEA Members Offered Special Insurance Plan

Grants from Federal Government Provide Aid for Educational Radio

Arrests of Juveniles for Crime Up 78 Percent from 1960 to 1968

Men Still Earn Most Degrees, but Women's Rate of Gain Is Up

Business Gifts to Colleges Top All Other Donations

Names in the News

NEA Reporter Gives Association News

years of teaching experience. Only two years' experience is required for seminar grants.

Application forms and details may be obtained before November 15 from U.S. Office of Education, Institute of International Studies, Division of International Exchange and Training, Teacher Exchange Section, Washington, DC 20002.

NEA Members Offered Special Insurance Plan

All NEA members under age 60 are being invited to enroll in Plan A of the NEA Life Insurance Program for an initial cost of only $1 (under age 30) or $2 (age 30 to 60). An NEA Special Services Division mailing to all NEA members describes the offer. Members must enroll between October 1 and November 15 to get the special rates. This is a first-time open enrollment on NEA's popular Life Insurance Plan. [See page 58.]

Grants from Federal Government Provide Aid for Educational Radio

The first federal grants for educational radio stations will help build stations in Bangor, Maine, and in San Francisco. The grants, totaling $98,817, are the first step in a federal effort to stimulate the development of educational radio.

Arrests of Juveniles for Crime Up 78 Percent from 1960 to 1968

The Federal Bureau of Investigation's annual report of crime in the United States shows that arrests of juveniles for serious crimes increased 78 percent from 1960 to 1968, while the number of persons in the age group 10-17 increased only 25 percent. The report also said that 70 percent of arrested persons under 25 years of age released in 1963 were rearrested within 5 years.

Nationally, persons under 15 years of age made up 10 percent of the total police arrests; under 18, 26 percent; under 21, 39 percent; and under 25, 50 percent. In suburban areas, the involvement of the young age groups in police arrests is higher than the national figures—the under-15 age group accounts for 13 percent, whereas in the rural areas the under-15 age group accounts for only 5 percent of all arrests.

The FBI also noted that arrests of persons under 18 for Narcotic Drug Laws violations have increased sharply in recent years. In 1968, over one-half of the individuals arrested for violations of the Narcotic Drug Laws were persons under 21 years of age. Twenty-nine percent of the marijuana arrests in 1968 were of persons under the age of 18, and 65 percent of the arrests for this offense involved persons under 21 years of age.

Analyses of figures shows that of the number of persons arrested in 1968 for criminal homicide, 196 were under 15 years of age; 1,271, under 18; 3,251, under 21; and 5,568, under 25. For auto theft, the figures were 20,547, under 15; 75,988, under 18; 98,946, under 21; and 111,109, under 25. Some of the totals for the range of ages from under 15 to under 25 were: vandalism, 110,182; larceny-theft, 463,928; runaways, 149,052; and drunkenness, 1,415,961.

Men Still Earn Most Degrees, but Women's Rate of Gain Is Up

Men still lead women in the number of bachelor's and higher degrees earned, but the annual percentage of gain is now less for men than for women. U.S. Office of Education figures show that men received 60 percent of the degrees in 1967-68, a drop of about 2 percentage points from the previous year. Women increased their share 2 percentage points at the bachelor's degree level and one point at other degree levels. Men received 56 percent of bachelor's degrees, 95 per cent of the first professional, 64 percent of the master's, and 87 percent of doctorates.

The report also shows that, at the bachelor's and master's levels, more degrees were awarded in elementary education than in any other field. Law had the highest number of degrees at the first-professional level; chemistry, at the doctorate level.

Business Gifts to Colleges Top All Other Donations

American business has become the nation's top contributor to higher education. By 1970, corporate contributions to colleges and universities will approximate half a billion dollars, according to W. R. Harris, vice-president for merchandising of the F. W. Woolworth Company.

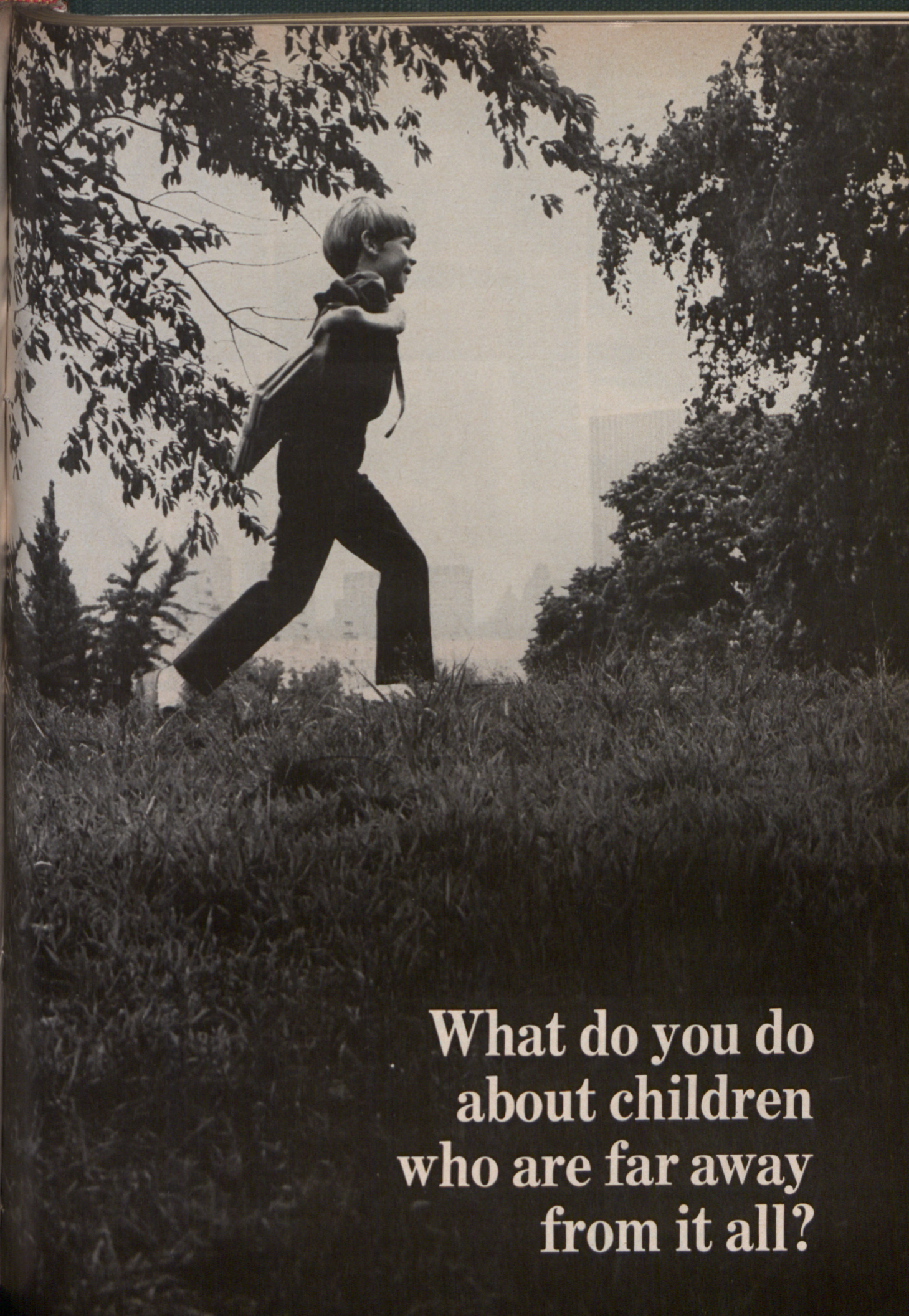
In 1950, business donations to higher education were estimated at $50 million. By 1959, this figure had risen to $140 million. In 1968, business donations totaled $300 million.

Names in the News

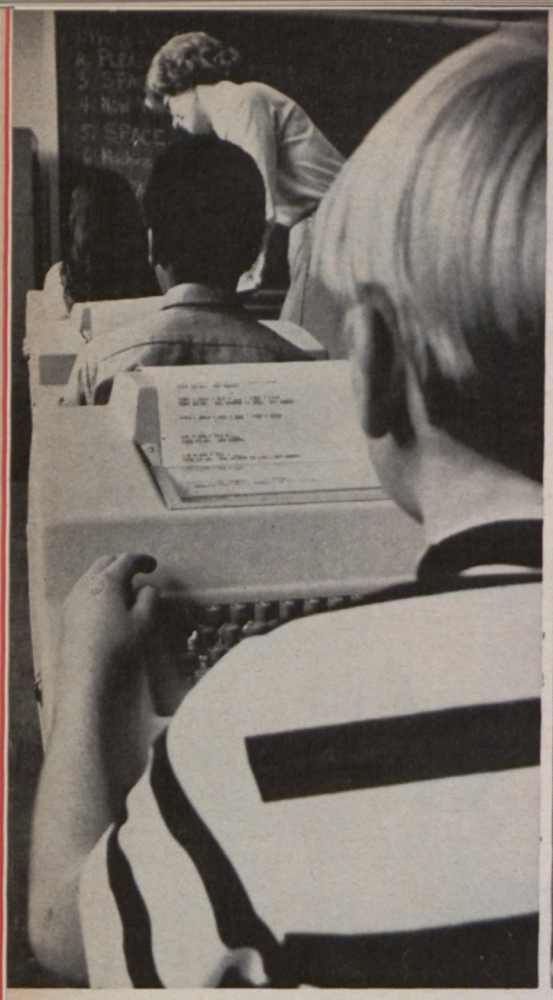
Lee Ann Kennedy, a Norman, Oklahoma, junior high school vocal music teacher, was recently named Outstanding Young Educator of America by the United States Jaycees during their national convention.

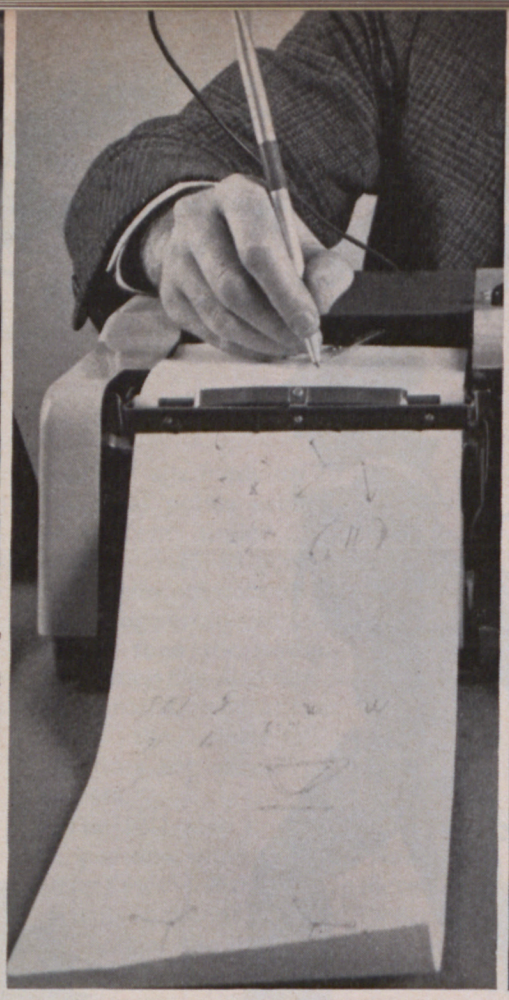
NEA Reporter Gives Association News

For news and trends in local, state, and national education associations, see current issues of the *NEA Reporter*, sent to every NEA member.



What do you do about children who are far away from it all?





Students in the metropolitan cities can be as far away from it all as rural youngsters. It happens every time some of education's best advantages pass them by.

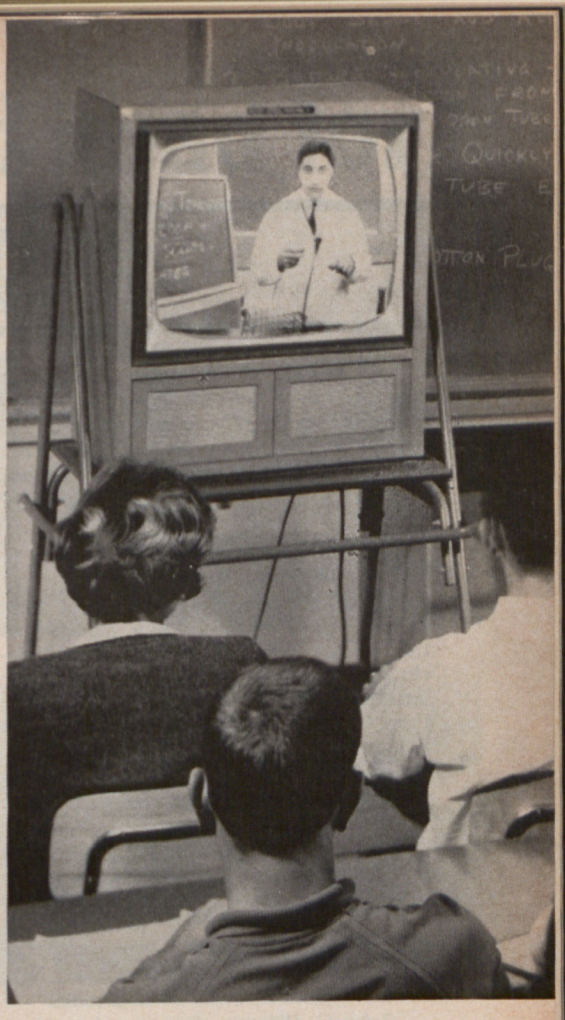
Today, small communities like Medicine Bow, Wyoming (population 392), as well as big-city systems, like New York City (population 7,795,471), are making use of the nationwide telephone network to give young pupils rich—and occasionally unique—learning experience.

This network, for example, recently gave music students in Medicine Bow, Wyoming, a chance to visit with Leonard Bernstein. The science students learned about some of space travel's complex elements from a NASA official in Houston. It was a system of Tele-Lecture combined with telewriting that gave Medicine Bow's pupils the chance to reach out beyond Wyoming to the whole country.

Tele-Lecture, telewriting, and remote computer access is available to today's students over Bell System's nationwide communications network.

For example: In New York City, more than 2000 elementary school pupils, using Touch-Tone® phones in their homes, are reinforcing math skills by 'talking' with a computer.

The pupil hears the computer say, "What is four plus four?" He responds to the computer by pressing the buttons on his Touch-Tone phone. If he presses the right buttons, another problem will follow. If he is wrong, the question is repeated and if he is wrong again, the computer gives the correct answer and presents a different problem. The pupil's progress is recorded and future drills are structured to the student's achievement level.



Computer math programs are coming to rural children as well. First-through-eighth graders in several schools in eastern Kentucky are now learning math with the help of a computer-assisted instruction program that comes from Stanford University in Palo Alto, California, via the telephone network.

Edwin R. Jones, Director, Eastern Kentucky Educational Development Corporation, describes his thinking about computer-assisted instruction:

"What catches my mind and imagination about CAI is the fact that today, for the very first time in the history of education, we can actually provide individualized instruction for a whole classroom of students. Not only is the instruction process individualized, it's programmed so that those responsible for student learning know exactly how the pupil is interacting and progressing with the material. For years and years we've talked about individualized instruction for the student. Now it's a fact in some of our schools. I hope it will some day be a fact in all of our schools."

Delaware is one of several states that have developed a system that provides urban and rural students educational advantages. A statewide multichannel closed-circuit TV system serves Delaware schools with a total enrollment of 105,000 pupils. Programs are designed to enrich the educational process and are transmitted throughout the state over a network especially designed by Bell System engineers.

Today, regardless of location, it's no longer necessary for any student to be far away from it all. Call your local Bell Telephone Company and ask to talk to an educational communications specialist.

AT&T

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This feature is an open forum for TODAY'S EDUCATION *readers. Ideas and opinions expressed here are those of the writers and not necessarily of the NEA. (When writing, please indicate school, position, and home address, including ZIP Code.)*

Help Children

I'm writing to remind readers of their annual opportunity to help millions of the world's neglected children by purchasing the greeting cards sold for the benefit of UNICEF, the Nobel Peace Prizewinning United Nations Children's Fund.

The Fund depends heavily on the income from greeting card sales to make food, medicine, and schooling available to needy children. The proceeds from two boxes of cards can provide 80 children with a daily glass of milk for a whole week.

Order a free, full-color brochure from UNICEF-USC, 331 East 38th Street, New York 10016.

—John G. Weaver, *director of communications and development, United States Committee for UNICEF.*

Violence and Aggression

Violence and *Aggression* (Special Feature, September) are words of our times. We are bombarded with them through all the communications media as though they were a new phenomenon and not just the outgrowth of emotions we have had for centuries.

Aggression has always existed in the classroom, and teachers have handled it either well or poorly in direct proportion to their ability to understand human beings and their own ability and dedication as teachers.

Certainly these problems have been intensified by today's tensions, events, and environment; but good teachers will continue to handle students as individuals, whatever their problems. They will succeed or fail in helping disturbed children as their judgment of the situation is accurate or inaccurate. Poor teachers may continuously fail to look beneath the surface. Writing at length about violence and aggression will not change the situation one iota.

—Florence Flint, *teacher of business education, Ashby (Massachusetts) High School.*

I believe that the authors of the fine feature on violence and aggression (September) failed to stress adequately the hazards teachers face when responding to violence in the classroom.

Physical attack, destruction of personal property, and threats to his family and obscene phone calls are some of the responses that a teacher may face when dealing with youth who commit violent acts. Furthermore, he may find that certain youngsters, such as members of VIP families, those receiving therapy, and those with "delicate" personalities are untouchables. In addition, in many cases instructors feel unable to do anything about aggression because of administrators who equate teacher effectiveness with classroom tranquility.

In dealing with aggression, teachers need to be supported and free from the fear of reprisal and professional censure. Only then will the many sound suggestions and procedures offered by the four authors in the feature take on true meaningfulness and relevance.

—Allen H. Frerichs, *professor of secondary education, Northern Illinois University, De Kalb.*

A Challenge

I think that the state of Oklahoma may have a National Tenure Champion—the person who has served as superintendent of schools in one school system for the longest period of time.

Oklahoma's candidate for this honor is W. G. Stockton, Jr., who has served continuously as superintendent of schools at LeFlore, Oklahoma, since 1925. This September, at the age of 77, he started his forty-fifth year in the position.

Does any state have a superintendent who can top Mr. Stockton's record?

—A. B. Childress, *dean of men, Northwestern State College, Alva, Oklahoma.*

Free Exhibits

The Folger Shakespeare Library traveling exhibits continue to be available, free of charge, for three- to four-week loans to schools, colleges, universities, and other interested institutions. The only cost to borrowers is the Railway Express collect charge between exhibitors. The Folger provides insurance coverage.

The exhibits, collections of material relating to Shakespeare, Tudor and Stuart England, and the Folger Library, fall into three categories—A, B, and C. Category C contains photographs, facsimiles, booklets, leaflets, prints, and playbills. Categories A and B contain similar materials, but in addition, the A category includes a set of the four Shakespeare Folios and two Shakespeare Quartos; and category B includes a play extracted from a First Folio and one Shakespeare Quarto.

All exhibits should be displayed in glass cases or cabinets, preferably lockable ones. Because the valuable Folios and Quartos *must* be displayed in a fireproof building under lock and key, and removed nightly to a safe or vault, A and B exhibits are recommended for display by colleges and similar institutions; C exhibits are more suitable for high schools.

Please address inquiries about the exhibits to the Folger Shakespeare Library, Washington, DC 20003.

—Priscilla S. Randolph, *Art Department, the Folger Shakespeare Library.*

Large Response

Since my article, "Opening the College Gates to the Low Achiever," appeared in the December issue of TODAY'S EDUCATION, I have received more than six hundred letters regarding it. I have been invited to speak and consult on 23 college campuses and with 7 school systems, and have been requested to write articles for other publications. Had my article not been published in the magazine, many of these things might not have happened.

—William Moore, Jr., *president, Seattle Central Community College.*

COMING

NEXT MONTH

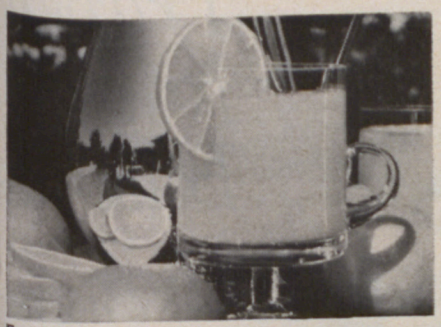
Lateral Thinking, a "Searching Mind" article that suggests how we can cultivate ways of arriving at new ideas

Special Feature on College Student Unrest, a wide spectrum of opinion on the subject

Annual feature offering NEA Publications at a 20 percent discount to members

The top-winning entry in the 1969 Teachers' Writing Competition

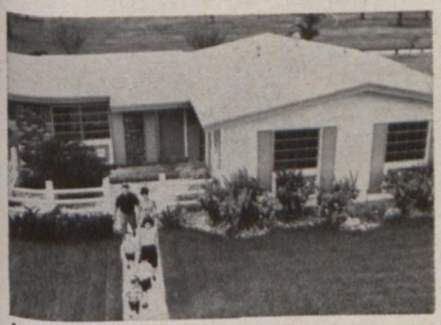
Pack your bags and head for Port Charlotte!



Fresh start every day.

No business talk here.

Something worth tackling.



And the living is easy.

Sir Winston got a late start, too.

Great spot for little visitors.

Green thumbs get greener.

Worship—a beautiful experience.

Shopping's a breeze.

Maybe you've always wanted to garden 12 months of the year. Fish . . . by the hour. Or take a course in painting. Even if you only want to *watch* everyone else, come live in Port Charlotte on Florida's sunny Gulf Coast. The climate's right for everything! Golf at the country club. Take adult education and hobby courses at the million dollar Cultural Center. Enjoy lush scenery around a beautiful home (there's a wide choice—from modest ranch home to Country Club Estate). Or live a carefree life in a condominium apartment-home† or in one of our maintenance-managed Leisure Villas.

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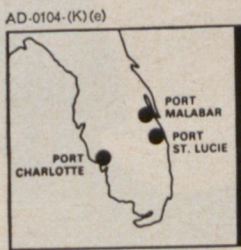

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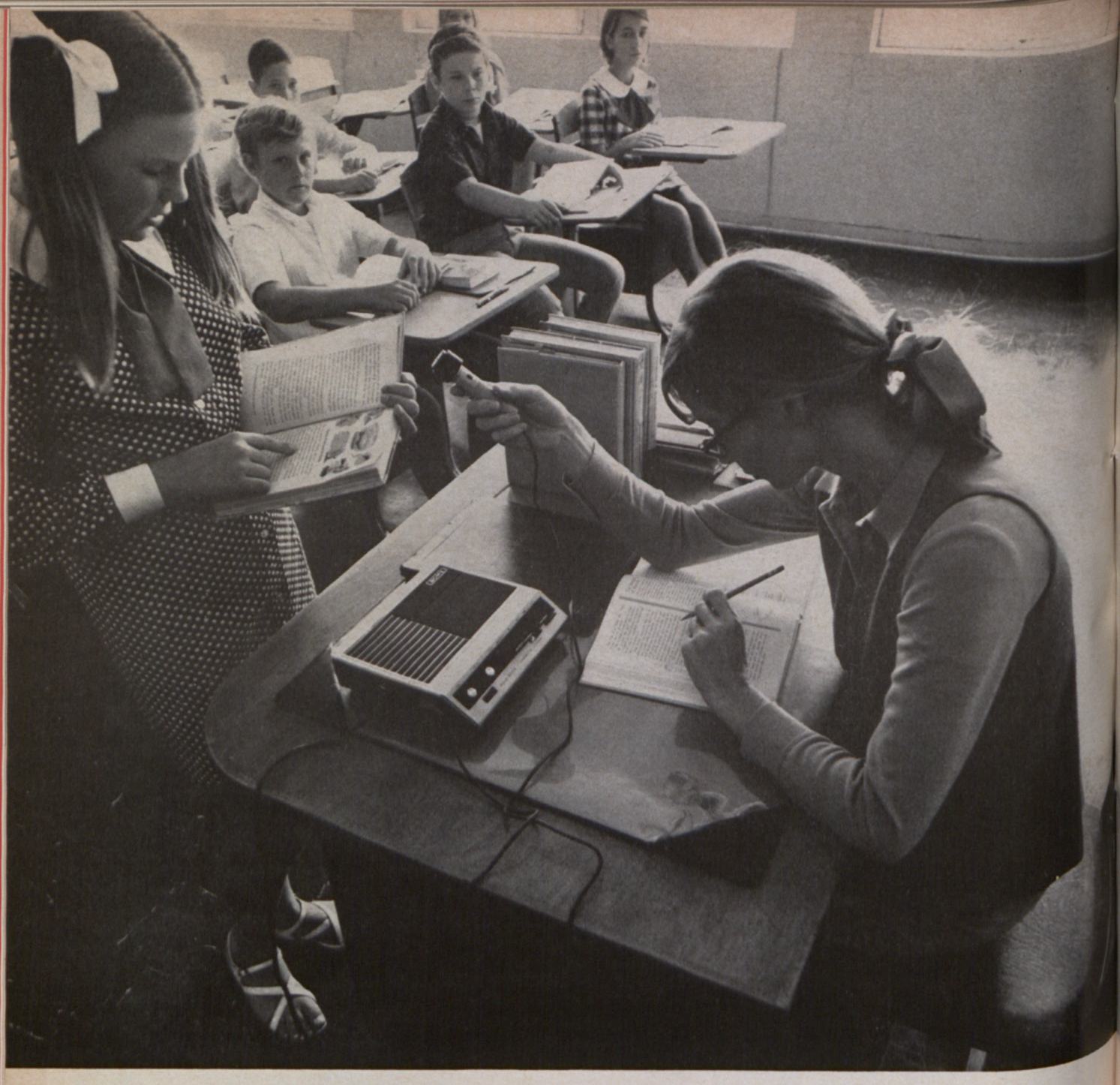

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Luciana's story is not a happy one.

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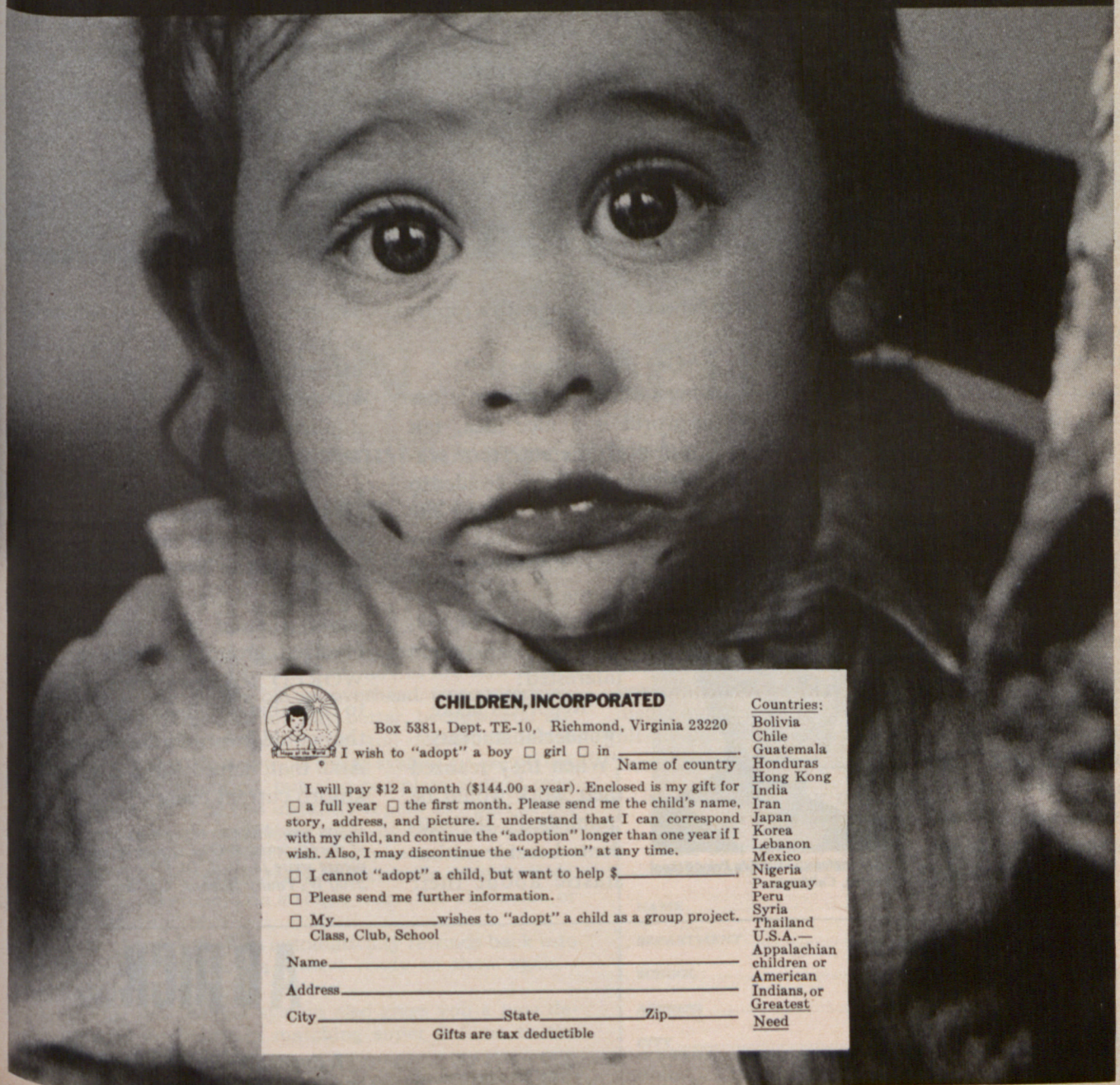

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Our man in Southeast Asia is a seventh grader.

He's part of an interesting teaching project being conducted by Karen Langton, seventh grade teacher at the Ida Price Intermediate School in San Jose, California.

"All my students are foreign correspondents"

"I wanted to have my students become more personally involved with the news around the world. So, this semester, I decided that each student would cover an area of the globe. He'd have to read the papers, magazines and watch TV news to keep current on what's happening in his location. Then he'd have to come up with a report and analysis.

Mrs. Langton Ida Price School
San Jose, California

"Our own newsweekly"

"Having students report on areas of the world is a nice idea, but it's not really different from previous assignments. So we decided to *publish* their reports! I told the students that their news stories would be compiled into a magazine called WORLD. And did *that* get them interested!

"Reporters make wonderful students"

"When they realized their work would be 'published', the students became enthusiastic about their assignments. Some stayed late to help me type their reports on masters, which I then ran off on our duplicator. We put the 9 or 10 duplicated sheets together, and *voilà* we had a magazine.

"WORLD really worked"

"It turned out that analyzing current events is a lot easier to do with a room full of foreign correspondents (even if they're in the seventh grade) than it was with an uninvolved group of students. My WORLD reporters worked hard to contribute by-lined news reports they could be proud to see in print. And that helped them study and absorb current events."

If you would like to receive a copy of the students' WORLD magazine, please write to A. B. Dick Company 5700 W. Touhy Avenue, Chicago, Ill. 60648

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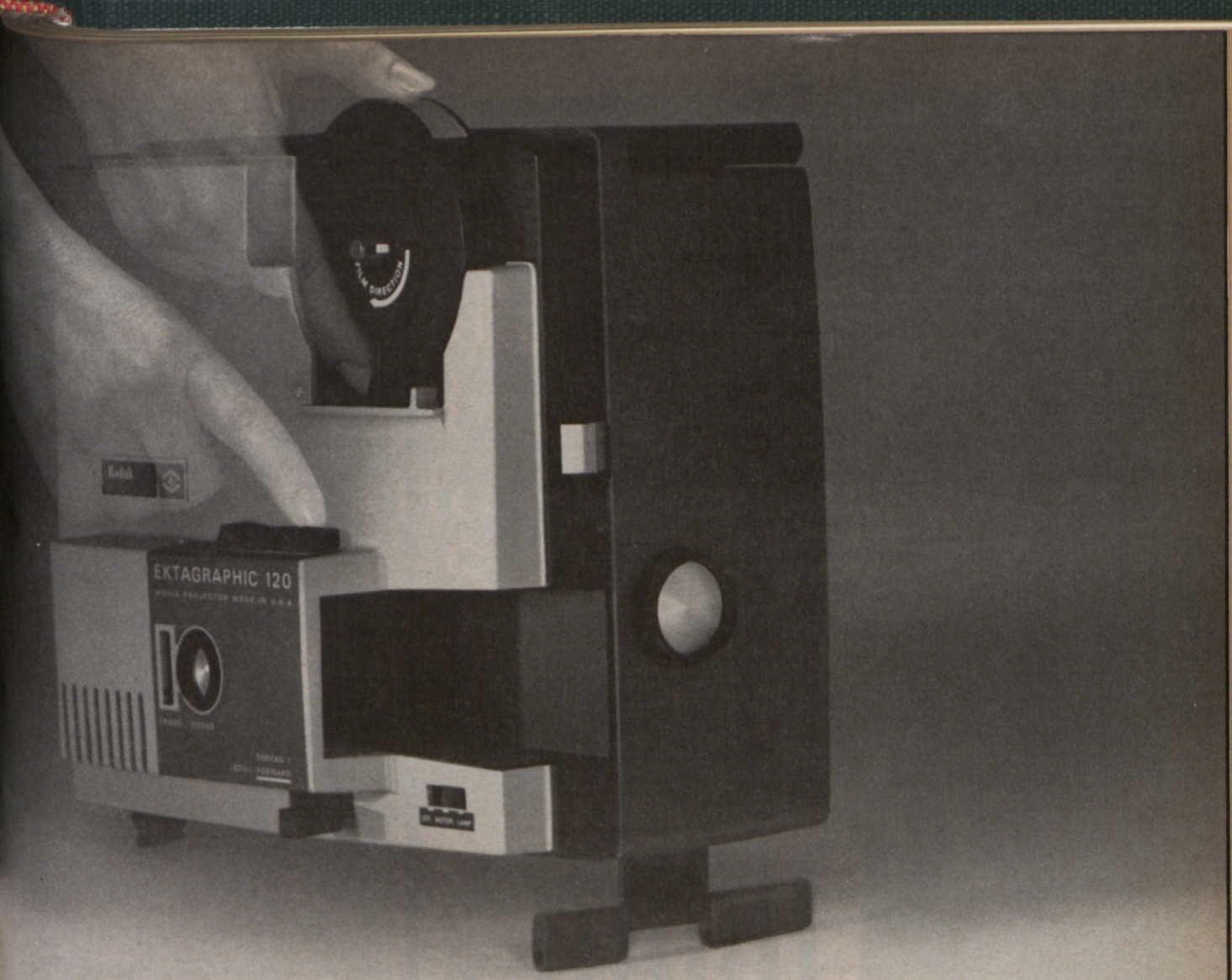

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Snap a cartridge onto the new KODAK EKTAGRAPHIC 120 Movie Projector—and suddenly classroom movies are as easy to turn on as a TV set. There's no film to touch or see. No reels to fumble with.

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Kodak thinks teachers are there to teach, not to be a part of the audience. This new Kodak system lets you *teach* with super 8 movies. Ask your school's media coordinator to get the details for you. Or simply fill out and mail the coupon.

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You don't have to leave teaching to earn significantly more money!

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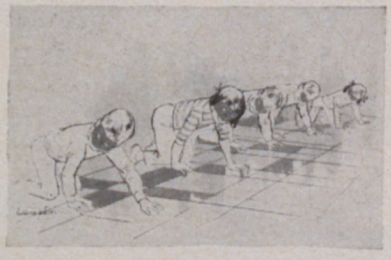

CONSIDER: Many educators agree that up to 30% of all school children have perceptual impairments, resulting in underachievement, short attention span, lack of interest and poor comprehension. These are significant disabilities that are undoubtedly prevalent in many of your own students.

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TEACHER OPINION POLL

Community control of public schools became an issue of nationwide interest and concern last fall, as a prolonged teacher strike shut down the nation's largest public school system for weeks in protest against actions taken by an experimental local community board of education. To some observers it appeared that the strikers were hostile to the inner-city community and to the idea of community control. Others claimed that the real issue was "due process" and that the teachers were defending themselves against arbitrary dismissal or transfer.

What do the nation's teachers as a whole think about community control of public schools?

A recent survey by the NEA Research Division shows that a majority of public school teachers favor community control of schools if it is exercised in accordance with recognized standards and procedures. The survey put the question this way to a scientifically selected sample of the nation's classroom teachers:

"A major issue facing large city school systems is community control whereby a local school board is elected to govern the schools in that particular section. Do you believe that this elected board should have the following rights?"

A list of six areas of school operations followed the question. On all six items more than 50 percent of the teachers answered "Yes."

	All teachers
Determine curriculum (in accordance with minimum state standards and with the advice of educators)	56.6%
Establish priorities for budget allocations	68.3
Hire administrators who meet state standards	83.6
Hire teachers who meet state standards	74.2
Transfer teachers and administrators, using a system of due process	51.3
Dismiss teachers and administrators, using a system of due process	58.1

The group of teachers most likely to be affected by the introduction of community control would be those in large urban school systems. When responses of urban teachers were tabulated separately, results showed more than one-half in favor of community control on all six points.

Not all items on the list, however, polled equal support for community control. On transfer and dismissal of teachers and administrators, urban teachers were almost evenly divided between protagonists and opponents of community control. In the other matters listed, community control received support from a larger proportion of city teachers.

	Urban teachers
Determine curriculum (in accordance with minimum state standards and with the advice of educators)	60.5%
Establish priorities for budget allocations	68.5
Hire administrators who meet state standards	77.4
Hire teachers who meet state standards	71.2
Transfer teachers and administrators, using a system of due process	50.7
Dismiss teachers and administrators, using a system of due process	51.0

Geographic analysis of responses showed fewer teachers in the Northeast than in other regions of the country in favor of community control on all six points.—**NEA Research Division**

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what's the score on

GEORGE B. BRAIN, *dean, College of Education, Washington State University, Pullman.*

• Nearly fifty million children are presently being educated in the public elementary and secondary schools of the United States.

The skills and attitudes they develop through this system of public education will in large measure determine our prosperity, security, culture, freedom, and capacity for rational adjustment to the inevitable changes needed during the remaining third of this century. The quality of their schooling is, therefore, a matter of profound national consequence. But without some type of qualitative measure carefully developed and just as carefully applied, we shall not know until the next generation how good or how bad our present educational efforts and accomplishments are.

If our public schools are to improve their capacity to respond to insistent national needs, the processes of education and the quality of educational opportunities available in our schools need to be substantially improved. That basic assumption guided those responsible for the development of the national assessment program.

Up to now, comprehensive and dependable national data for use in answering questions about the status of the progress being made by public education in this country have not been available. There are reports on the number of schools, the number of buildings, the number of teachers employed, and the number of pupils enrolled, as well as the amount of money expended. However, the lack of sound and adequate information regarding educational results on the national level has often left the public confused about the progress being made and the problems being encountered in the field of education.

Since comprehensive and dependable data have not been available, personal views, distorted reports, and journalistic impressions have been the main sources of public opinion about public education. Moreover, the schools have been frequently attacked and just as frequently defended without the essential evidence to support either claim.

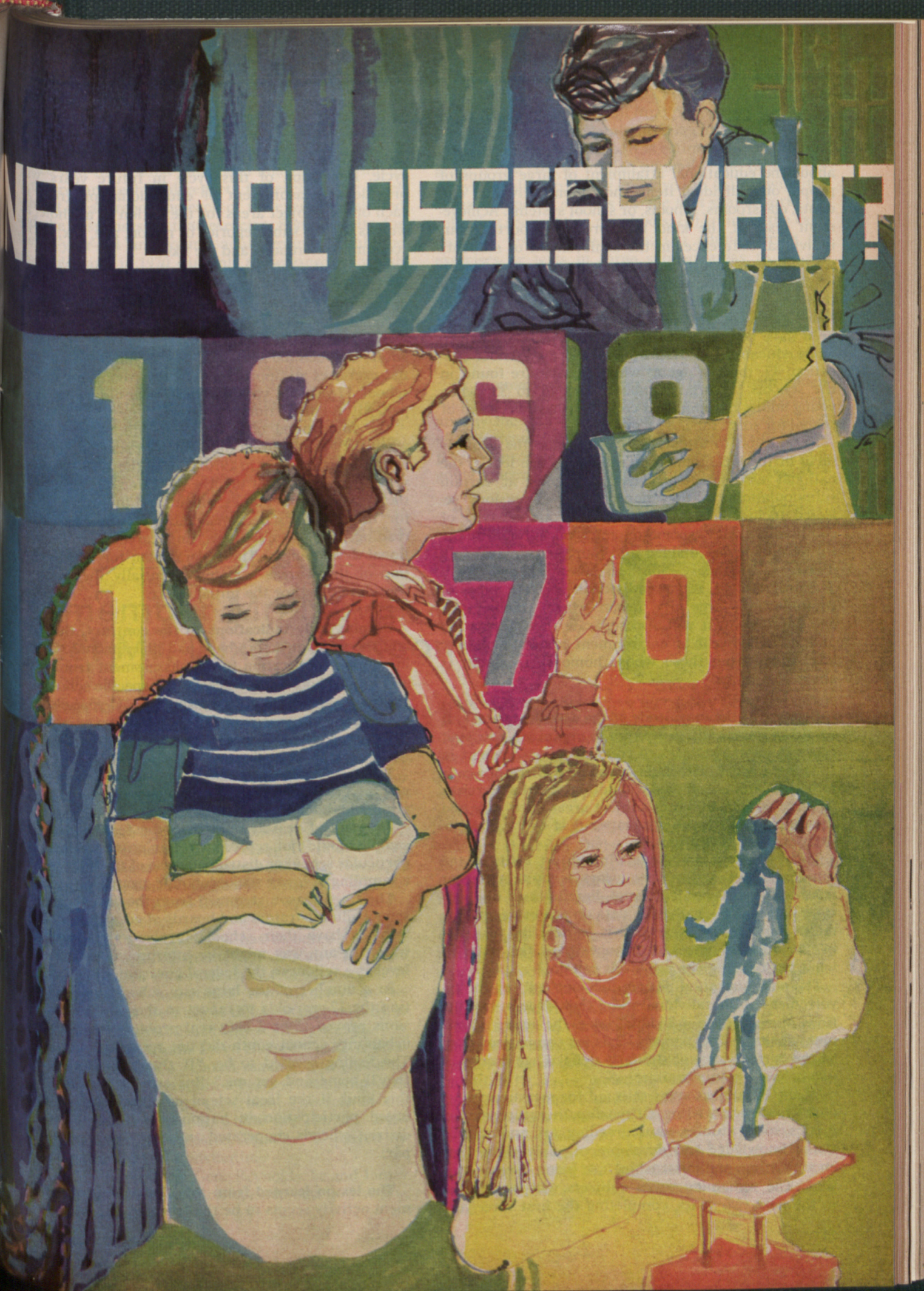
As a result of all this, the architects of the assessment design concluded it was essential to the national educational welfare to develop a systematic program that would provide comprehensive, dependable data on levels of educational accomplishment over the years. These data could then serve as a basis for public understanding of the educational problems being confronted, of the progress being made, and of the national aspirations not yet fulfilled.

Although national assessment is an enormously complex and highly technical program, it has a very simple mission: to discover what educational progress is being made at various age levels. Information of this type will enable every educational policy maker to make better decisions about educational priorities and the support of school programs. Those charged with national assessment will not make any decisions, but they will provide the tools to make intelligent decisions: an expanded knowledge and an improved perception of the problems. National assessment takes nothing away from local school districts or the states; on the contrary, it offers them a great deal in terms of identifiable goals and comparisons.

Some people who question the necessity of a national assessment program point out that testing and evaluation of one sort or another have been a significant educational activity in the schools for a long period of time. This is true, of course, but these appraisals have focused on the achievement of individual students, on class performance, and on the effectiveness of planned materials or procedures used by the teachers, the schools, or the school system. The need for another type of appraisal became more apparent in recent years as our society became more complex and as education became increasingly essential for every citizen.

National assessment focuses on *what* American youth have learned, not on *where* or *how* they learned it. Assessment seeks to provide overall information

Dr. Brain was chairman of the Committee on Assessing the Progress of Education, which developed exercises being used in the national assessment program.


NATIONAL ASSESSMENT?
1970

about the educational attainment of large groups of people on individual items, not upon individual students, classrooms, schools, or school systems. Achievement tests of the kind that provide reports about individual differences in the achievement of students would be inappropriate and inadequate for this task.

Early in the assessment program, it was determined that the assessment effort should focus initially on four age levels. The ages selected were 9, when children have been exposed to the basic program of primary education; 13, following elementary school education; 17, the last age at which groups are found in the schools in large numbers; and 25 to 35, when young adults have finished college or have been out of school for some time.

In addition to attempting to describe the achievement of the U.S. population at various age levels, the national assessment program will look at certain subpopulations in the country. The dimensions selected included sex, region of the country, type of community, and socioeconomic background. The United States was divided into four geographical subdivisions—Northeast, Southeast, Central, and West. The program will report individually on four types of communities—large city, urban fringe, smaller city, and rural town. It will also separate the information on those who live in an environment below the poverty level index from those whose home environment is above that index.

Because of the magnitude of the assessment task, it would be unrealistic to attempt to organize a new staff every three-to-five years to conduct an assessment in 10 subject areas. The assessment plan therefore calls for a continuing staff who will administer the exercises in three or four different subject areas each year and the return to each subject matter field every three-to-five years—a cycling process.

This cycling of assessment in subject fields at the same age levels every few years is quite different from either the conventional longitudinal or horizontal designs for gathering data on achievement. The major concern of assessment is to describe progress in education in terms of changes over the years in what persons at given age levels can do.

The administration design does not call for the involvement of an individual more than once in his lifetime. Moreover, no individual takes the entire assessment package. The primary basis for comparison is to be the performance of similarly defined age groups at two or more points in time.

Of the 10 subject areas selected for measurement—namely, science, writing, citizenship, literature, mathematics, social studies, music, reading, art, and occupational knowledge and development—only three (science, writing, and citizenship) are being covered this year. The remaining seven subjects will be covered in the next two years, completing the first three-year cycle. Repetition of this cycle in future years will provide a measurement of educational progress in each of the subject areas for the nation as a whole, as well as for the subcategories of region, age, sex, socioeconomic differences, and the like.

The actual administration of the assessment packages got under way last March. It involved approximately thirty thousand 17-year-old boys and girls then enrolled in school. During this past summer, the goal was to interview approximately twenty thousand adults between the ages of 26 and 35 and to administer the exercises to approximately two thousand out-of-school, 17-year-old youths. The 17-year-olds were each paid $10 for their time and effort.

The first round of assessment will be completed when the 9- and 13-year-olds finish in science, writing, and citizenship early in 1970. During the 1970-71 school year, assessment will involve the same age groups in the areas of mathematics, music, and literature. Plans for the 1971-72 school year now call for assessing reading, art, social studies, and career and occupational development. The general plan for administration of these areas remains essentially the same as that developed for the initial effort.

Despite early indications to the contrary, the staff and the subcontractors have had phenomenal success in gaining cooperation for the assessment from state and local school authorities. Of the specific schools invited to participate in assessing the 17-year-olds attending school, approximately 90 percent participated.

The reasons for nonparticipation were varied; but in general, three basic ones were offered.

The first reason was that some school officials did not agree with the idea of a national assessment program and did not wish to participate.

The second reason related to the feeling that the sample would not represent a fair cross section of a particular school or district because of the inclusion of a sampling of lower socioeconomic groups.

The third reason stemmed from the fact that some school administrators and boards of education did not want to have their schools involved in a program which in any way might be interpreted at the local level as a sellout to the federal government.

In a number of the large city school systems, getting the 17-year-olds to report to the assessment sessions proved to be a very real problem. Many of the urban city school youth did not respond voluntarily. The feeling seemed to be, "If they really want me, they'll come and get me." But even in situations of this kind, if the local school administrator strongly urged participation in national assessment, school district officials cooperated and the 17-year-olds took part.

The lesson learned from this first round of assessment activity seems to be that the early apprehension

regarding the willingness of school systems to cooperate was unjustified.

Plans are now being developed for reporting the results of the first administration of the assessment instruments. When all four age groups have been assessed and the results have been analyzed, the intent is to prepare technical reports for each of the three subject areas, reporting each of the exercises selected and the responses to that exercise. Some results for the 17-year-old and young adult groups should be available early in 1970, but only those exercises which do not overlap with the 9- and 13-year-old sample can be reported at that time. Orientation sessions are now being planned on a regional basis to provide state and local school authorities with information helpful to the interpretation of assessment results in light of comparative test information already available to them.

The administrative responsibility and program policy control for national assessment have been assumed by the Education Commission of the States. James Hazlett, former superintendent of the Kansas City public schools, has been employed as chairman of the Policy Board. Frank Womer remains as the director of the project. Funds sufficient for the first round assessment have been supplied by the Carnegie Corporation, the Ford Foundation, and the United States Office of Education. The Education Commission of the States is seeking full funding for the assessment program from the federal government.

Based on present plans, it is estimated that the program would cost $5 million annually. The funds presently available are being employed in (a) drawing the actual sample of schools for the first year's work, (b) soliciting cooperation of schools, (c) training the exercise and test administrators, (d) administering the exercises or tests in three subject areas to all age groups, (e) developing exercises for subject areas to be assessed in 1970 and 1971, (f) reviewing objectives and exercises of subject areas, and (g) studying additional subject areas to be included in the program in later years.

In summary, for the first time in American education an attempt is now under way to sample systematically the skills, knowledge, and attitudes of groups of Americans and to report the results to all the people involved directly or indirectly in the ongoing process of improving education in this country. •

✦ *See page 79 of this issue for NEA resolution 69-17 on national assessment.*

Remember Mr. Novak? Meet Mr. Dixon in Room 222!

• **TV's Mr. Novak of several seasons ago was a begin**ning teacher of English whose weekly classroom experiences were followed avidly by many NEA members and millions of other sympathetic Americans. Listed in the credits for the series, which ran for two years on NBC-TV, was an NEA committee that worked with the producer of the series.

And now there's *Room 222*, which opened its door on ABC-TV Wednesday, September 17 (8:30-9 P.M., E.D.T.). But teacher Pete Dixon, unlike Mr. Novak, is an experienced, black teacher of history in an integrated high school. Again the NEA is working with the producer of the series.

Mr. Dixon is a teacher who has achieved status in his profession with the greatest of difficulty. He came from a ghetto area with little chance to succeed. He is experimental and sometimes revolutionary in his teaching methods. Because of this he is occasionally in conflict with the established way of doing things.

As played by handsome Lloyd Haynes, Pete is charming and warm, with a relaxed manner and charisma that permit him to maintain a close relationship with the 35 youngsters in his classroom. The role of the shrewdly cynical principal, whose dry humor saves many a potentially explosive situation, is played by veteran actor Michael Constantine.

According to producer Gene Reynolds, he and James L. Brooks, author of the first episode and now acting as story consultant, spent a year researching the series at Los Angeles High School, where parts of the series will be filmed. "We will keep in touch with the schools and with teaching and borrow from life. We will let the school be our story source, and we will treat honestly what is happening today in our secondary schools."

Last spring the NEA Executive Committee authorized the NEA Division of Press, Radio, and TV Relations to serve in a professional advisory capacity to the ABC-TV network and to producer Reynolds of the 20th Century-Fox television series. The pilot film was viewed by the Executive Committee and the NEA Cabinet and was judged to be relevant to what is happening today in our secondary schools. Since May, representatives of the network, the production company, and NEA have been meeting frequently in New York City and Hollywood.

NEA is now in the process of organizing a National Educational Advisory Committee to provide professional advice in connection with the *Room 222* series and other TV series, including ABC's *Discovery*, NBC's *Children's Theater*, and MGM's series of science-oriented, educational hour-long specials to be broadcast on NBC starting in November.

So if you haven't already met Mr. Dixon in *Room 222*, watch for him on Wednesday nights on ABC-TV. You'll find him a worthy successor to Mr. Novak. •

J. CARL FLEMING, *teacher of grades 6 through 8, Fernwood Elementary School, Portland, Oregon.*

PUPIL TUTORS AND TUTEES LEARN

Debbie, a seventh grade student: What would you like to do today?

Linda, a first grade pupil: I'd like to write a story.

Debbie: Do you want to close your eyes and think something up?

Linda: No, I want to look out the window.

Debbie: The grass and the bushes are pretty, aren't they?

Linda: Yes, let's write about them.

Debbie: OK. Tell me what to put down.

Linda: Once upon a time there were two girls looking out a school window. They saw some pretty green grass and some flowers. They also saw a four-leaf clover. Then the custodian came to mow the lawn. The girls said, "Now that four-leaf clover won't be lucky, will it?"

Debbie: Good, Linda. I like this story. We'll put it in your booklet.

That brief dialogue illustrates Student Team Action, a program that, at no extra cost, helps the Portland, Oregon, school system solve two crucial problems—how to make education relevant and how to individualize instruction.

In Student Team Action, entire classes of upper grade students prepare lessons that they then teach to primary grade students—usually in a one-to-one relationship that assures each student in the program the undivided attention of another person, a chance to be seen and heard each day, and a feeling of importance.

Every upper grade student—not just the high achievers or the well-behaved—teaches. (The upper and lower grade teachers determine the time and number of meetings per week; classes meet from one to three times a week; upper and primary sessions last from 20 to 30 minutes.) Troublemakers and those who lack control—even children under the care of psychiatrists, social workers, and juvenile authorities—perform a surprising about-face. All do outstanding work with their primary students. The two-member teams are free to work as extensively or intensively as their desires, resources, and intellects permit. Most of them thrive, but the poor students, both tutors and tutees, are especially likely to blossom out as they apply themselves to learning without fear of looking stupid.

The subject matter with which the students deal is not of prime importance. In science or art, mathematics or reading, health or communication, the team member develops his own sequence of learning. Upper grade members prepare thoroughly, and the teaching techniques they find to draw their primary pupils into learning activities are sometimes truly amazing. Ideas erupt spontaneously, and a good idea or method spreads like a prairie fire from one set of students to another. Because interest is keen, attention spans lengthen almost unbelievably.

"The greatest thing about Student Team Action to me is the challenge of it," said one seventh grader. "I like to see if I can get the kid's confidence. Can I help him to do better? Can I teach him things he has never learned? It's very important to know what you're going to teach and have your plans made when you go to his room; otherwise you both will get bored, and your student will think you don't like him or don't want to help him."

A little primary school pupil told his mother, "I'm learning new words and all sorts of different things. And you know the kids in my big friend's class all speak to me now, or wave, instead of treating me like a nobody."

Student Team Action acts as a powerful influence to bring principals, teachers, students, and parents together. Among teachers of different subjects and grade levels, the program results in mutual respect and understanding. It changes the students' perspectives, too. One boy said, "You learn to appreciate your teacher and what he goes through."

A second grade teacher who sees a bright future for Student Team Action throughout the nation had this to say about her experience with the program:

"Before our first grading period ended, I began receiving notes and phone calls from parents telling how very much they appreciated the older pupils' coming down to help their children. The program helps the pupil, the parent, the teacher, and the school administration. It's great for public relations.

"A worried mother recently told me she firmly believes that her young daughter will be able to keep up in school—*if* she can continue in Student Team Action. The child has done remarkably well this year. She still finds the simplest work difficult to understand; she has a very short attention span; she is selfish and wants to have her own way. Nevertheless, her teammate has succeeded in helping her in all these areas. Thanks to the one-to-one relationship with her upper grade friend, she has worked tirelessly in arithmetic with the counting blocks and the arithmetic games.

"Second graders are enthusiastic about many things, but working with their older teammates has special significance. We always refer to

the upper grade students as friends —never as teachers. The children even adopt a special tone of voice when they speak proudly of their friends in the upper grade."

Each upper grade student keeps a log of his work in Student Team Action. Whether these logs are detailed or sketchy, they are always interesting reading.

October 24: Sherry is good in math. She knows her fundamentals. She doesn't need much help. When I help her, she learns quickly and is able to do other similar problems.

November 29: Sherry was stubborn and wouldn't work today. We are working on division. She doesn't try.

December 3: Sherry is still not in the mood to work. She tries to change the subject and do something else. She wanted to write a story.

December 5: I don't know what to do about Sherry. She still won't try. We worked a while and then

TOGETHER

we did the fundamentals—adding, subtracting, multiplying. She is very good at them. I am going to see her teacher about her stubborn attitude toward division.

December 9: All of a sudden Sherry understands division. She was pleasant and cooperative today. She was like she used to be. I guess I was wrong about her trying. She didn't understand and lost confidence. I am sorry I didn't understand the situation. She is a real good kid. I am never going to accuse her again.

Another student's log shows clearly how involved the upper

Above right: Teammates relax with art after a strenuous session with math.
Below right: Steve and Rob demonstrate some harmful effects of smoking to three young friends.

grade students become in the progress of their primary friends.

October 25: Kim still reads too fast. He is smart. He can pronounce the hardest words, but he can't spell. He can pronounce the words and knows their meaning but he doesn't even care that he can't spell.

October 28: I swear Kim is smarter than me. When we finished reading, I helped him with his spelling. Yesterday he missed 13 words.

October 29: Today I devised a way to slow Kim down. If he reads aloud too fast, I give him a red strip of paper for a speeding ticket. If he reads with expression, I give him a green strip. We are going to make a graph of the strips and try to have it all green.

November 14: Kim wrote his own story today and drew a picture. I helped him with spelling. He only missed one word in spelling. He is getting better. He cares now.

November 25: I had Kim write sentences and underline the spelling words. When he finishes, I will let him read a story. He does better all the time. He doesn't fuss about spelling anymore. In fact, he is beginning to like it.

November 28: Today we started working arithmetic. Kim had some trouble with division. I helped him and he learned quickly. I still swear he is smarter than me.

In addition to keeping a log, each upper grade student also evaluates his experience in Student Team Action. Here are some excerpts from student evaluations:

Leslie: Student Team Action has helped me not to get mad at little kids. It has shown me that if they can do hard work for their age, I should do harder and better work. It has shown me responsibility. It has shown me I don't have to make friends just with kids my own age. It has given me courage.

Steve: I used to look upon little kids as stupid little brats or sassy kids, but I was wrong, dead wrong. Some little kids may be like this because they are trying to get attention. I know this because I found this out in Student Team Action. My student, Mark, was trying his hardest to behave one day. I figured that I had not prepared a good enough lesson. After that he missed seven problems when he usually gets them all correct.

I think this program does everybody good, the teacher, the little kids, and me. Student Team Action could be used in a lot of schools all over the world. If every school in the world had STA, first, second, and third graders wouldn't have so many problems.

Joyce: I've enjoyed STA thoroughly. It's given me the feeling that I can communicate with little children. I've learned a lot with Geraldine, and I'm sure she's learned quite a bit too. At first I didn't like the idea of "helping little kids" at all, but now I'm very happy that we are. I can communicate a lot better with my little sister, and Geraldine helped me with that. Geraldine is a very quiet girl and has no confidence in herself, but I've been helping her quite a bit, and she's getting a lot better in her studies.

Rob: Student Team Action has helped me in lots of ways, although no evident changes have occurred. It has given me confidence. I have improved within myself. As a teacher, I try to keep myself under control with my student, Doug. I have been very happy with the way Student Team Action has worked out. Our teachers are very knowledgeable in the field of STA. They started it and, I think, have made it quite successful. Our students have been very cooperative. My student is smart enough not to be stupid, yet stupid enough for me to be able to teach him things. As a whole classroom, I think our class is about the best for STA. Every member tries to contribute as much as he can, and, even though we may look like a crackpot group, we are almost always good.

How did Student Team Action affect certain individual students? Student X, a seventh grader who scored 66 to 70 in the various areas of the Portland "P" score, entered into the program with enthusiasm. He studied, did research, and made and did things at home that would help him reach his teammate. In his words, "I liked going to the first grade and helping my teammate. She was about average, but she worked hard and learned a lot. It helped me more than it did her, though. I had a better image of what school is all about. I am better organized."

Student Y was a seventh grade girl whose "P" scores were 25-35; her IQ was 68. Y could read fairly well. She and her teammate, who was a good high-average pupil, got along nicely and worked in every area with astounding success. They needed some help in spelling, but so did many of the better pupils. When the latter asked for help, all of the seventh grade "teachers" became spelling conscious.

Student Z, a bright seventh grade boy, seemingly had no cares or interest in school. His locker was crammed full of unfinished schoolwork and unread library and textbooks. He always carried with him a nice large leather book satchel through which he would hurriedly search for a particular paper or article. This he seldom found, since he usually hadn't prepared it in the first place.

In Student Team Action, Z became a different person. He cleared his locker, systematized the filing and filling of his book satchel, and organized his notebooks. In the classrooms and hallways, he became self-disciplined. Not only did Z work well with his first grade teammate, but he began to do all of his own work. In the homeroom, his grades went from D's and C's to B's and A's. In mathematics, he rose from D to B; in health, from C to B; in physical education, from D to B. He told his teacher, "From now on, I'm going to budget my time and get more work done than I am supposed to do. It surely is foolish not to try to learn."

Student Team Action began first in Portland's Fernwood Elementary School in 1965. Since then, because of the rewards it brings (not always, of course, as spectacular as the changes in Student Z), it has spread through much of the system. The programs are not difficult to organize and execute, but they do require much work and planning. Why, then, do we bother with STA except for disadvantaged youngsters or for those in need of special help? Simply because our experience has convinced us that it means better education for all. •

SPECIAL FEATURE

Black Leaders Speak Out on Black Education

In preparing this special feature on black education, JOURNAL editors invited black educators and other black leaders to react to the following questions:

1. What are the more fundamental reasons underlying the current intense discontent of blacks with the educational system at all levels?

2. What do you believe to be the legitimate demands of the black community in relation to the institutions of education—elementary, secondary, and higher education? What do you think, for example, of decentralization of the city school system? Of community control of schools? Of bussing students to get a racial mix? Of compensatory education for blacks?

3. In your opinion, is some form of black separatism—black dormitories, black studies programs open only to black students, etc.—part of the solution to black dissatisfaction with higher education?

4. What specific recommendations would you make to help solve the present disaffection between blacks and the educational community?

While each contributor was free to address himself to all or any of the questions, in some instances we requested that he react to a specific question. For example, we suggested to Nathan Hare and Roy Wilkins that we would be especially interested in their comments on question 3.

To some degree, each contributor reflects in his statement some aspects of each question. Their edited comments are given in alphabetical order. Readers interested in longer versions of some of the statements may obtain them through our "Extras for Our Readers." (See page 80 of this issue.)

Black Americans, like certain other ethnic groups, have seen too long the inequities in the established institutions of our country. Now the entire black community feels that it must take an interest and have an active voice in demanding that blacks get an education equal to any.

Black communities have inherited dilapidated school buildings, some 100-years-old, while the handsome new structures can be found in suburban areas. Blacks realize their schools need new

Negroes for Sale.

A Cargo of very fine ſtout Men and Women, in good order and fit for immediate ſervice, juſt imported from the Windward Coaſt of Africa, in the Ship Two Brothers.—*Conditions are one half Caſh or Produce, the other half payable the firſt of January next, giving Bond and Security if required.*

The Sale to be opened at 10 o'Clock each Day, in Mr. Bourdeaux's *Yard, at No, 48, on the Bay.*

May 19, 1784. JOHN MITCHELL.

The first Africans to arrive in the 13 colonies came to Jamestown, Virginia, in 1619. Hundreds of thousands followed to become part of the "peculiar institution."

buildings; fresh, dynamic curriculums; and new policies. Such changes are taking place, but at a frustratingly slow pace.

Parents of black children are painfully aware of the inequities in the school system and they no longer mean to be left out in shaping the destiny of their children. They are calling for decentralization and community control of the schools in our urban areas. Since it is physically impossible to maintain a school system of 200 or more schools from one central office, decentralization and community control are a must. If suggestions or complaints about the schools have to filter through a massive bureaucracy, parents and other interested citizens cannot always receive satisfaction from the system.

However, I don't believe that schools should be administered or classes taught by persons not in the field of education or by persons with no college background. They do more harm than good. Nor do I sanction the idea of local citizens demanding the removal of teachers other than on the grounds of immorality. I firmly believe that if parents are dissatisfied with a teacher, they should file a grievance, and then professional educators from within the system should take action.

Some citizens have called for the bussing of students to get a racial mix. While I believe bussing is equally damaging to blacks and whites, I do not think classroom space should go unused. If one school is overcrowded and another underused, bussing should be instituted to maintain a population balance.

Others have called for compensatory education to solve some of the problems of black children in our schools. Too many go through school with definite educational problems due mainly to a lack of adequate communication skills. If these deficiencies are detected and corrected early in childhood, the child's chances for a satisfactory school career will be enhanced.

Black students on our college campuses are calling for black history courses, which I believe should be a must for all college freshmen. The only way white students will get a deeper understanding of the causes of black unrest is through carefully designed courses in black history. These can be organized and taught by blacks who have the expertise to do so.

Today's black student is also calling for separate facilities on college campuses because he sees himself living under delusions. He must find himself. If this means that he and other blacks must band together for "soul searching" or to find amiable solutions to his problems, then so be it.

However, whatever the suggestions for improving the education of black students, it must be remembered that the problem is not really with the school in particular, but with our society in general. Black Americans want to be on the American scene—wherever the action is—with no denials of opportunity because of race.

—WILLIAM E. ADAMS, *classroom teacher, Franklin Elementary School, Baltimore; chairman, NEA Committee on Citizenship.*

For centuries, Negroes have tried to be a part of the white establishment, countrymen of these United States in every way. However, several factors have prohibited the Negro from complete participation in the land which he helped to build.

The white establishment asks, "What does the Negro want?" He does not want anything more than or different from what any other citizen wants. He wants neither to be denied opportunities nor to have things made easier for him because he is a Negro.

The Negro is trying to bring about change in the educational system by righting the wrongs of 300 years. Inferior teaching and token education are no longer acceptable. In the interest of their children, Negroes are demanding active participation on all educational levels. They want to be *sure* that Negro children are not shortchanged with poor teachers, inferior equipment, and lack of books and supplies; they want to be *sure* that each child gets an opportunity to succeed. The black community is trying to break off the shackles of slavery which have, in their minds, prevented their members from determining their destiny.

Our educational courses are built around what the majority group has done, but we cannot afford to forget, and must not

ignore, what minority groups, particularly Negroes, have done to make this country great. The Negro has arrived at the point where he realizes that he, too, has a heritage; that he, too, has played an important role in our history.

All Negroes must be cognizant of the fact that what and how children are taught is very important. Curriculum must be carefully planned. We don't want high school seniors receiving diplomas with only a seventh grade education. We must prepare them with a program that will enable them to compete in the world—regardless of their color, origin, or religion.

Those of us who have taught Negro children have imparted to them the importance of education, of working to their fullest potential in order to achieve a place of worth and dignity in American society. However, we have not taught them about the obstacles they would encounter in trying to participate in this democratic society—obstacles of bias and prejudice because of skin color. How guilty did Negro teachers feel teaching the myth of equal opportunity for all to Negro children when they themselves were experiencing injustices and inequities because of race?

We have also taught these children to analyze, to criticize, and to try to improve themselves. We have, however, failed to teach them how to improve their environment in constructive ways, and when they heed our advice and attempt to correct abuses in our society by the only means they know, we beat them over the head and point the accusing finger.

We can now try to educate white people to accept the Negro as a human being with equal rights and to help the white man realize that a country and/or world built on white supremacy will crumble. Whites need to learn about the heritage and contributions of the Negro as much as the Negro does; whites need to rid themselves of racism; and both races need to learn to work and grow together. These changes are necessary to develop a great nation without inner strife, rebellion, or revolution.

—LAURA K. CAMPBELL, *assistant principal, Stevenson Elementary School, Detroit.*

The American Revolution has finally been joined by black people. And we now intend to force America to make good its promises of being a melting pot where all are respected and honored. We must now ask that educators join the revolution and demand that institutions of education—the keepers of tradition—move on to the truly revolutionary task of a radical mutation of the American national character.

We must ask that educators renounce curriculums and teachers who follow too closely the racist traditions of this country. We must finally get to the solution—we must from the beginning educate Americans to know and respect each other.

Educators must join the revolution by renouncing superpatriots who demand repression and yet have never responded to any demands, however mild, for change.

I wish that there were some way I could offer a tranquilizer and say that change was not needed, but by doing so I would be untrue to my people and my profession. I wish that I could come to you as "a responsible Negro" and tell you that everything is going to be all right, but there are now few in our ranks who can honestly say to anyone that everything is going to be all right. There is an emergency in this land.

The institutions of education can align with oppressed people and ask for very specific things. We can ask that Brotherhood Week be changed to "Racial Confrontation Week." We must no longer dread the confrontation but push it, so that people can transform. The educational process must be shifted in school, so that every class at every grade level will discuss feelings, starting with feelings about race. We must make this nation one vast encounter group, dedicated and committed to immediate change, to a radical transformation of the national character. All schools including those where you work should devote an entire quarter to discussing nothing but race.

For there are no more psychological tricks blacks can play upon themselves to make it possible to exist in dreadful circumstances. No more lies can they tell themselves. No more dreams to fix on. No more opiates to dull the pain. No more patience. No more thought. No more reason. Only a welling tide risen out of all those terrible years of grief, now a tidal wave of fury and rage—and all black, black as night.

I am reminded of a great blues song:

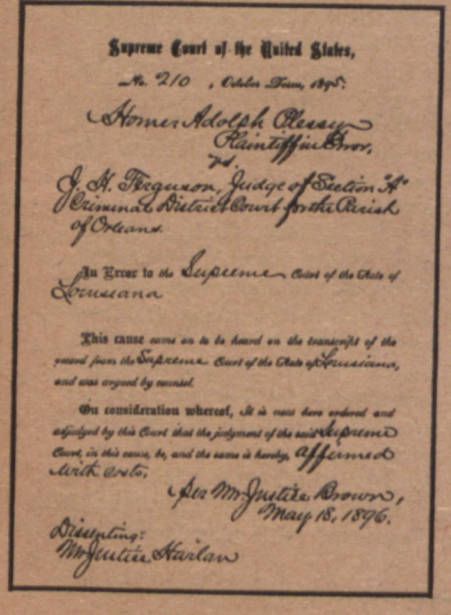
"For unless man puts an end to this damnable sin,/ Hate will put the world in a flame,/ What a shame."

—PRICE COBBS, *M.D., assistant clinical professor of psychiatry, University of California Medical Center, San Francisco. Dr. Cobbs spoke at greater length on this subject at the 53rd annual convention of the National Association of Secondary School Principals. His speech is carried at greater length in the May 1969 NASSP Bulletin.* *© Copyright 1969. Reprinted with permission.*

Slaves who escaped to the Union army were considered contraband goods taken in war. They were given food, shelter, and an education.

Organizations, including the Freedmen's Aid Society, set up schools for Negroes all over the South after the war.

In the famous Plessy v. Ferguson decision of 1896, the U.S. Supreme Court sanctioned "separate but equal" schools for the races.



Supreme Court of the United States,

No. 210, October Term, 1895.

Homer Adolph Plessy
Plaintiff in Error,
vs.
J. H. Ferguson, Judge of Section A
Criminal District Court for the Parish
of Orleans.

In Error to the Supreme Court of the State of
Louisiana.

This cause came on to be heard on the transcript of the
record from the Supreme Court of the State of Louisiana,
and was argued by counsel.

On consideration whereof, It is now here ordered and
adjudged by this Court that the judgment of the said Supreme
Court, in this cause, be, and the same is hereby, Affirmed
with costs.

Per Mr. Justice Brown,
May 18, 1896.

Dissenting:
Mr. Justice Harlan

When students approach a subject for the first time and find that it is being presented in terms and concepts alien to their cultural experiences, they are likely to find the subject matter incoherent, and, should that problem be overcome, they are almost certain to find it irrelevant. The recurrent failure of educators to recognize and/or respond to that fact explains many of the problems currently besetting American education. For example, an elementary reader used in black schools in parts of the South describes the ubiquitous Dick and Jane having lunch on a veranda. This situation is one to which the poor, black child living in a tenement or a roadside shack could not possibly relate. The effectiveness of a text containing experiences so alien to his own must be minimal in helping a poor, black child learn to read. The level of reading skills of most ghetto children provides tragic evidence of that fact.

The "veranda" education that they received as elementary pupils remains fresh in the memory of most black college students today. That recollection, coupled with their acute desire to acquire an education relevant to the tasks they must perform in behalf of their still impoverished, still exploited community, is readily transformed into displeasure over their status in higher education.

Pleas for reform couched in traditional and "well-mannered" phrases usually meet with a massive wall of indifference thrown up by school administrators. In the face of such indifference, it is difficult to escape the conclusion that possibilities for reform within traditional avenues are exhausted. If legitimate requests produce no results, an inevitable and wholly predictable movement toward revolution develops.

The educational establishment should have foreseen the movement. Had it done so, it could easily have prevented it, for behind all the rhetoric lies a genuine desire, at least on the part of most students, to effect constructive changes in educational goals and techniques.

The reforms which we deem essential in education, however, are not limited to areas of curriculum and technique. Equally important is reform of the environment in which education is supposed to take place. Black people on university campuses do not seek separate facilities for the sake of preaching racial separatism or to create a new myth of black superiority and infallibility. They do so rather because they have too often found that the oppressive white environment (oppressive in ways which most white people even now cannot seem to comprehend) prevents them from accomplishing the tasks they feel they must be about—the improvement of the lot of black people in every dimension, in every particular. That task demands the commitment of a considerable amount of time and energy. To expect black people in the universities to make that kind of commitment and to accomplish something creative in the way of broadly based proposals for social reform in the face of their white colleagues' suspicion and overt hostility is to expect the impossible.

It should come as a surprise to no one that black people on campuses have learned and are applying the ancient lesson that there is no substitute for self-sufficiency. Black oases on university campuses should be viewed not as a threat to the principles of academic freedom and surely not a threat to the power of the educational establishment (except insofar as that power is derived from corrupt authority and justified on the basis of bankrupt principles), but simply as a means whereby black people seek to provide for themselves a position of security in social and academic affairs and to preserve their own intellectual integrity in the midst of a smug and condescending white majority.

—J. Otis Cochran, *chairman, Black Law Students' Union, Yale University, New Haven, Connecticut; national chairman, Black American Law Students' Association.*

Today, Americans of all colors, creeds, and national origins are no longer being told what to think, do, or believe. They are using their experiences and education to form their own opinions; they are basing their actions on what they believe to be best for strengthening their chances for survival in

our society.

Who speaks for the black man? is a question of the past. Today's black man has no one leader. "To speak for the black man" is almost suicidal in our society. The opinions or actions of any individual or group cannot be construed as representing the thinking or action of the entire ethnic group involved.

Society has been forced to take a long, hard look at some practices that have caused blacks and other groups to become discontented with the educational system. In many cases, the "look" takes too long and results in little or no action to remedy the situation.

The black man is tired of waiting. He is making demands, and many of them are justified, including a meaningful education for his children, community control of big city schools, bussing in some instances, and compensatory education.

At present, the system allows for only a partial education of members of some ethnic groups. Therefore the product of such a system is lacking in the basic knowledge necessary to cope with the society for which he was supposed to have been trained. By ignoring the achievements of blacks and other ethnic groups, our educational system is saying that one must lose his identity, his individuality, his hopes for a better life.

Some changes to be considered in meeting the needs of a multiethnic educational system and society should include: (a) multiethnic textbooks and materials that depict, impartially, a true and complete picture of all groups; (b) fewer oral-aural experiences and more laboratory-type experiences; and (c) tests that all students, regardless of ethnic or cultural background, can understand.

Besides these changes in the school program itself, the community must be involved in running the schools—especially in our big cities, where schools will continue to be predominantly black because of housing patterns. Unless community members are involved, indifferent teachers and administrators, insensitive to problems of the community and the students, will deter the progress of the schools and the community they serve. One must remember, however, that community control must mean the best education for all groups concerned.

If a racially mixed school is the goal of the community, then, some bussing appears necessary. Bussing is now and has been a matter of fact to many Southern children—especially black children—in communities with dual school systems. Black and white children have ridden for miles—sometimes past a school for the other race—to get to their classroom.

And what of compensatory education for blacks? *All* who have not had the advantage of the best possible education need compensatory education. The opportunity to catch up, keep up, or climb further up should be made available to all who have been penalized in the educational process. The educational system itself, with public support, should assume the responsibility for training and retraining educators to teach according to the needs of all students instead of just those of a middle-class or affluent background.

—JOSEPH C. DUNCAN, *principal, Jones Elementary School, Yanceyville, North Carolina.*

Confusion abounds these days on matters pertaining to black studies. The fallacies are too numerous and complex to treat well in brief fashion, but here are some corrections of a selected few:

1. Although two key functions of black studies courses are building ego-identity and ethnic confidence for the black student, white students should be eligible, as a general rule, for black studies courses. In fact, they need them—though black students, for converse reasons, may need them more.

Black studies courses are not merely courses of "Negro" content taught by a "Negro" teacher. Negro teachers have been fusing Negro content into ordinary courses for decades without success. No black studies courses are valid which do not emanate from a black perspective. (A black perspective, in current usage, is based on the ideology of revolutionary nationalism. A *Negro* is a person believed to have African ancestry who seeks assimilation, and hence conforms, to the oppressor. A *black* person

What the hell are soul courses worth in the real world? In the real world, no one gives a damn if you've taken soul courses.

They want to know if you can do mathematics and write a correct sentence.

—BAYARD RUSTIN, *executive director, A. Philip Randolph Institute, New York.*

Despite the 1896 Court decision, schools for blacks were undeniably inferior to those for whites.

In its landmark 1954 decision, the U.S. Supreme Court ruled that segregated schools were inherently unequal. Since that time, federal, state, and local governments have grappled with the issue. At the 1969 NEA convention, delegates reaffirmed their endorsement of the 1954 decision.

is one who identifies with the black race and is reluctant to liquidate that category as a spurious prerequisite—he feels—to black liberation.)

Once in a blue moon, a white individual may be qualified (emotionally and ideologically) to teach a black studies course. However, this must be effected with extreme caution because of the need for black role-models, the natural climate of anti-racist racism among black students at this stage, the need for black assertion, and the great-white-father (mother) complex which pervades the white psyche.

2. Most students at the college level, let alone in secondary school, will not major in black studies. But anybody, especially those working in postgraduate life in the black community, will benefit from at least some black studies courses, as will the black community they aim to serve. It is my opinion that at least one course in black studies should be required for every student, white or black. Also, as effected at San Francisco State, students should be allowed to substitute approved black studies courses for their general electives.

3. Students who major in black studies can do anything anybody else with a liberal arts degree can do—teach, preach, go on to graduate or professional school. A major in black studies at San Francisco State is required to take only 36 units out of a minimum of 124. Someday soon, some will specialize in black studies at graduate school and they may earn Ph.D.'s and Ed.D.'s in black studies.

4. Far from restricting black students (even majors) to the study of their culture alone—and hence, further crippling them in acquiring the skills needed to overcome (or overthrow as may be their pleasure) their handicaps in a technological society—the major motivation of black studies is to entice black students (conditioned to exclusion) to greater involvement in the educational process. Black studies is, above all, a pedagogical device. That is why we have courses in black mathematics, black science, black radio and television, etc. this fall at San Francisco State. We intend to solve the problem of a black shortage in technical and scientific fields, not to aggravate it. This is probably one of the main reasons our efforts are resisted so.

The black student who is exposed to a "relevant" science course or a "relevant" mathematics course may be enticed to specialize, according to his interests, in an area which previously he detested. Probably the salient and most lasting contribution of black studies will be its impact on the entire cemetery of American education through student pressure and the self-reeducation of teachers who are struggling to be relevant.

—NATHAN HARE, *former interim chairman, Department of Black Studies, San Francisco State College.*

It is very easy for us to relate what is happening in the cities, the public schools, and the universities today to blackness. Black reformation is the crisis, and no one seems to have any substantive solutions. People feel threatened.

In our haste to "get the crisis over with," we deal with the surface problems and fail to address ourselves to the underlying issues. Only when our nation is threatened from without (Sputnik is a case in point) are we quick to accept and implement practical solutions.

The current intense discontent of the black man with the educational system at all levels is a symptom of his intense discontent with all aspects of our society. He has focused on the schools simply because he perceives them to be one of the institutions that have been crippling his young, one that he can and must do something about.

Black people are not alone in their discontent. All those in minority groups who have suffered from inequality of opportunity and who have seen the extent of their poverty in the midst of affluence are discontented.

Since colonial times, schools have been our society's prime instrument for perpetuating our cultural heritage. Black people believe that society has used the schools to exclude them and members of other minorities from equal opportunities and reason that the only possible means of ending this exclusion is to gain control of the schools their children attend.

Suburban educators will attest to the fact that they are and have been subject to the pressures and

demands of the community. This is as it should be. When communities, which are microcosms of society, do not influence their institutions of self-perpetuation, then society is destined to decay.

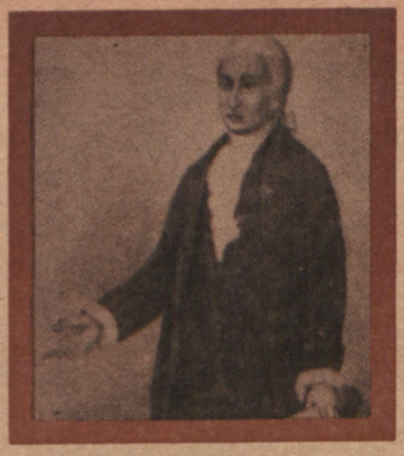
Black people and other minority groups have come to recognize the real meaning of power to control their destinies. It must begin with a knowledge of self and a realization of worth. The desire of black people today to acquire racial identity, separatism, pride, and self-esteem is similar to that of all other ethnic tribes in America. Why, then, are we so afraid of black identity?

Until we, as a nation, begin to deal with power equalization in a real sense, we shall always be putting out fires. Minorities are no longer content with patronizing and condescending responses, nor should they be. They wish to be a part of the system. They desire career opportunities in the education profession, for example. If our country hopes to avoid the holocaust from within, we must recognize and accept this fact. Unless we do this together *now*, we may be assured that the discontent of the black and the poor with our educational institutions will be only the beginning of even deeper troubles. Rather than reveling in the outdated concepts of the man who pulls himself up by his own bootstraps, the self-made man, or the myth of the rugged individualist, it is time we recognize that members of minority groups should have a legitimate share in our nation's wealth and power. Recognizing this may be our last hope for national greatness, if not for national survival!

—WILLIAM L. SMITH, *director, Division of School Programs, Bureau of Educational Personnel Development, U.S. Office of Education.*

Black and white people are like partners in a marriage that is about to break up. The black partner is saying, "You have brutalized me and degraded me. I believe we had better separate and take a good long look at this marriage, because I didn't enter it willingly anyway!"

But the white partner is reluctant to separate because community property is involved (e.g., America's land and wealth) in this forced marriage, and he



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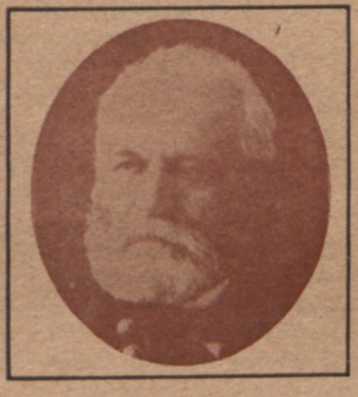

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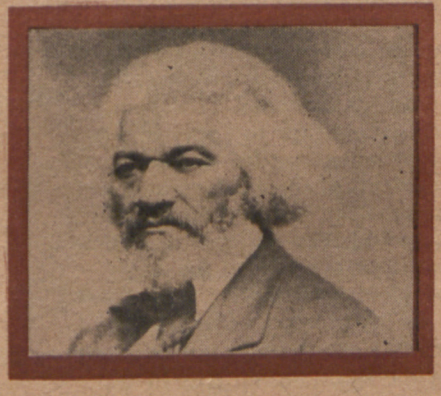

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1. In 1787, Prince Hall, a native of Barbados, petitioned in Boston for the establishment of schools for black children equal to those for whites.

2. Prudence Crandall, who started a school for Negro girls in 1833, was arrested and her school burned by a mob.

3. Howard University, founded in 1867, was named for General Oliver Otis Howard, director of the Freedmen's Bureau.

4. A former slave and a major spokesman for his race in the mid-1800's, Frederick Douglass said: "The man outraged is the man to make the outcry. Depend on it, men will not care much for a people who do not care for themselves."

5. Booker T. Washington, who founded Tuskegee Institute in 1881, believed the races should be "separate as the fingers" in things social but "one as the hand in all things essential to mutual progress."

6. A founder of the NAACP, W. E. B. Du Bois insisted, "We will fight for all time against any proposal to educate black boys and girls simply as servants and underlings."

7. Frederick D. Patterson, a leader in higher education, founded the United Negro College Fund in 1943.

8. Director of the Women's Bureau (U.S. Department of Labor), former NEA President Elizabeth Koontz takes particular interest in NEA's work in human relations.

fears having to share that property. The white partner is also reluctant to do what is necessary to have a humanistic marriage and is in effect saying to the black partner, "Forget the past and live with me even though I won't make the necessary changes to make this marriage work."

Those demands which come from the *various segments of the black community* are the only legitimate ones that white America needs to consider as it seeks solutions to problems which are truly black peoples' problems, i.e., poverty and survial as an ethnic group.

White racism is not a black problem, thus white Americans must spend their time in the white ghettos humanizing white racists rather than attempting to "legitimize" black peoples' righteous demands. Too often, whites attempt to apply divide-and-conquer tactics to the various segments of the black community in an effort to maintain the status quo, and thereby legitimize their white perspective to the many problems confronting blacks.

In my opinion, some form of black separatism is not only part of the solution, but it is in many cases *the* only solution—especially with regard to decision-making power as it affects the daily lives of black people living in the ghettos. When we speak of black separatism, we're not talking about having such things as parallel highway systems. We'll still use the highways and public facilities paid for by our "first-class" taxes. What we're talking about is a separation from the white racist society, which dehumanizes our youngsters. Many "Negroes" have been programed by the racist society to mess up, therefore we must have them separate into blackness in order to humanize their minds.

I would advise every white (and white-thinking) American to read Robert S. Browne's "The Case for Black Separatism" before condemning *our* method of solving *our* problem. With his permission, I used it to set a humanistic tone for my book, *The Black Curriculum: Developing a Program in Afro-American Studies.* I would also advise every white person to read my article, "Seven Proposals for Black-Directed Change," in the Spring 1969 issue of *College Board Review.*

—SIDNEY F. WALTON, JR., *principal, Martin Luther King School, Sausalito, California.*

To the dismay of at least 95 percent of the Negro-American population, many of the Negro college students to whom nearly everyone looked for new ideas on race advancement have come up with a theory of racial self-segregation.

For all the adult lives of every black American 40- to 60-years-old, the primary goal has been the abolition of obviously unjust racial segregation. No textbooks or philosophical theses are needed to drive this point home. The practical operation of the system is plain enough to a fourth grader. If one separates a minority from the majority culture (and the Negro-American is a distinct and relatively powerless minority), it is easy to build it into a deprived population.

Lily-white politics disfranchises blacks. The latter have no say in the election of men to office, in taxes, in legislation that literally affects their very lives. Lily-whiteism seals off the blacks' living quarters, their recreation, travel, employment, and schools. They are (and have been) ripe for exploitation. The white majority also administers the law and can fasten a criminal label on the black population through convictions and imprisonment.

Aided by the many tentacled communications media, the white majority can build an evil conception into racial policy almost overnight. Heavy tomes by "scholars," textbooks for millions of white children, picture books, tabloid and staid newspapers, magazines, opinion polls, and radio and television all can help create and maintain the net of public opinion that will hobble black people. If one adds the sermons and pastoral advice that can be given each week to, say, 50,000 congregations and parishes, he can envision and appreciate the enormous anti-Negro machinery.

Yet, in the face of these overwhelming facts, some of today's black college students have set up a singsong liturgy for black studies centers limited to black students and black faculty members. They want the universities just to give them the money—and go away. They will select the courses in the curriculum, hire and fire faculty, and generally run a separate black college within a college.

They have added to these demands one for separate dormitories arbitrarily established on a color basis, where all white students are barred and all Negro students are required to enter and live. There are tales of threats to hesitant or opposing black students by the minority of black activists. All this goes on despite the fact that the majority of Negro students seek an education for life in the real world of tough interracial competition and for rewards unencumbered by racial maneuvering.

The separatism called for by a highly vocal minority of Negro-Americans will harm the multiracial, pluralistic society America is seeking to perfect. It is certain to isolate the black population, to the joy of the white segregationist. With its unconcealed aspects of racial hatred and violence, especially its predilection for paramilitary strutting and boasts, it could foreshadow a tragedy in human relations comparable in concept, if smaller in scope, to the hateful Hitler dictatorship.

—ROY WILKINS, *executive director, National Association for the Advancement of Colored People.*

The pictures in this special feature are taken from the filmstrip included in "Historical Highlights in the Education of Black Americans," a multimedia instructional kit, relevant to the study of either Negro history or American public education. In addition to the 22-minute, black-and-white filmstrip, the kit includes a 12-inch, 33⅓ rpm record with narration and music; a 36-page illustrated booklet of the educational development of blacks in the United States from 1619 to the present; and a 135-inch-long, three-panel display that shows nationwide trends for the same period and provides space and suggestions for creating a brief history of these trends in local regions.

The kit (Stock No. 058-02162, $10) is available from NEA, Publications-Sales Section, 1201 16th Street, N.W., Washington, DC 20036. Additional quantities of the booklet (Stock No. 051-02166, 50c) and the three-panel display (Stock No. 058-02168, $1) are also available. Discount: 2-9 copies, 10 percent; 10 or more copies, 20 percent. Orders accompanied by payment will be sent postpaid. Shipping and handling charges will be added to billed orders. Payment must accompany orders of $2 or less.

AMERICAN HISTORY BLOWN OFF COURSE BY EIGHTH GRADERS

DOCTOR COLUMBUS

• **When Columbus was a boy he** was just like a fish. He loved the water of the unknowned sea. He got his first taste of salt water as a teenager and knew he wanted to go sailing when he growed up.

Later on Columbus predicted the world was round, like an apple. But everybody told him the world was □ and that he would fall off the edge of it or else be eat up by the monsters that lived in it. But Columbus was not scared. He had this round dream and wanted to proof it.

About this time, or there abouts, King Ferdnand and Queen Isa Bellow got married to each other and united the whole country. Columbus was the kind of man that didn't like to loose time, so he pleaded for hours with the King and Queen. Ferdnand didn't like the idea so hot, but Isa Bellow didn't think Columbus was crazy like the King. She was enthused by Columbus and told the King it wouldn't hurt anything to try it. So Ferdnand changed his mind and said "O.K."

Columbus—his hole name was Cristerfer Columbus—spent a lot of hard work on his voyage. He had three ships named Nina, Pinto and Flagship. In these he sat off to find Asia, which he was sure he could reach by sailing in the opposite direction.

After many weeks at sea the crew grew out ragious. They got aroused up and began muting, so Columbus told them he would turn around if they didn't seek land in three days. Finally, the next day, one of the crewsmen shouted "Land haw!" and Columbus discovered that he had discovered America. Little did he know that he had just begun history!

On this first voyage Columbus discovered Watling Island and San Salvador. (San Salvador is now called Wake Island.) But the Queen had Columbus brought back home and locked up and changed. He tried three more times to please Queen Isa Bellow but failed.

On his second Voyage Columbus explored Bahama, Cuba and Hispanola (a island in Spain), and discovered the tip of central America.

On this third voyage he found the U.S.A. On this trip Franciscan Friar sailed one of his ships and Captain Anno Domini the other. Friar was a religious man and came over into America to make religion for the red colored men there.

On his last voyage Columbus discovered Florence.

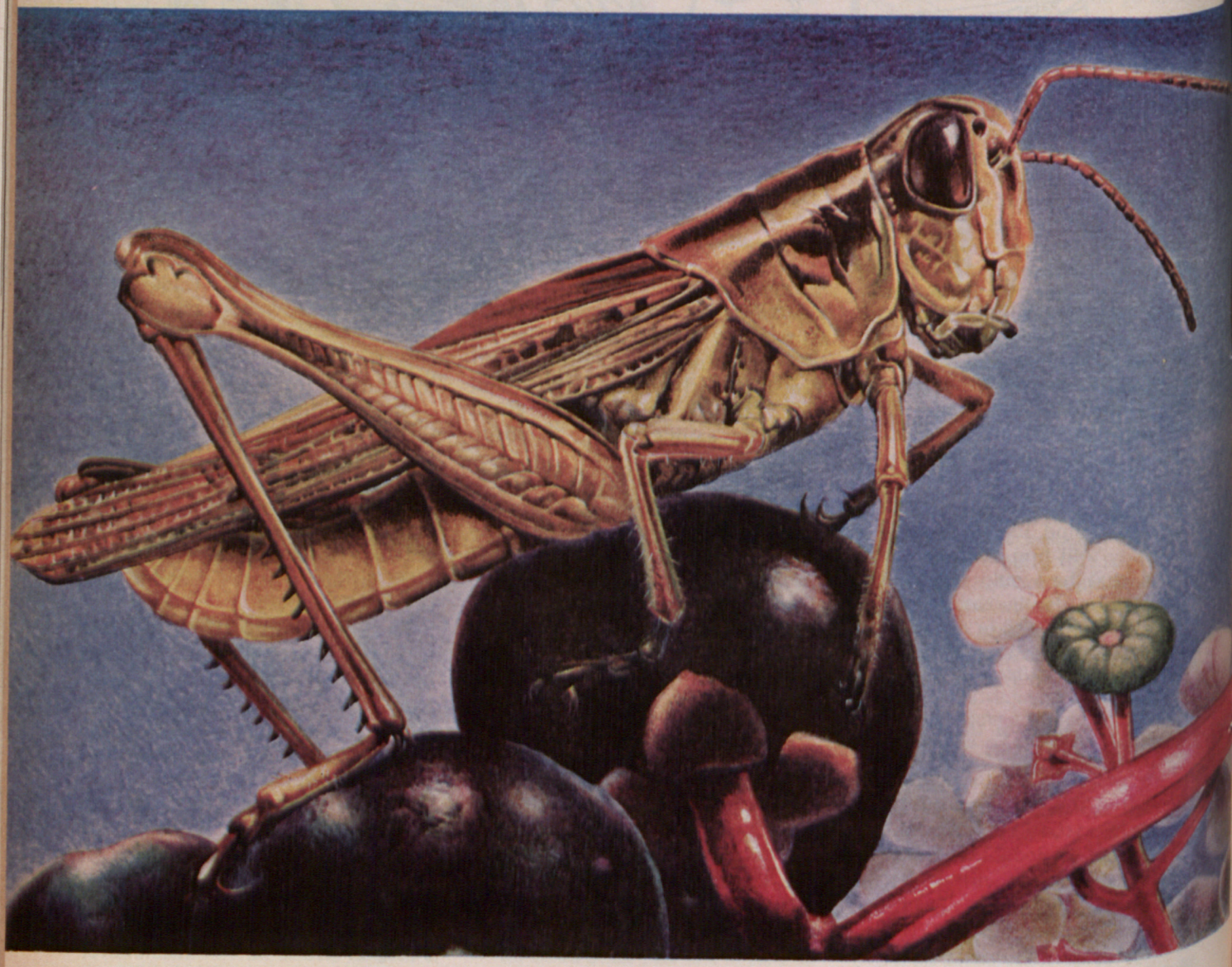
When he returned from this last trip Isa Bellow made him her page boy and let him take care of his son, San Diego, who was sick. San Diego died a few years ago and then Columbus died a few years later and was unable to sail any more.

He died of disgrace, not knowing he was famious. But he had made a lot of friends over here.

He died without ever realizing his destiny because people now sort of doubt that Columbus really landed on Asia. We don't think he ever found it, although he never fell off the side of the world a single time.

Columbus was a nice man. Everybody thought he was a nut for not being a doctor. Maybe he should have been a doctor. •

From *Then Some Other Stuff Happened*, Bill Lawrence, editor; (C) 1969 by Western Publishing Company, Inc., by permission of Pegasus, a division of Western. The book is composed of excerpts from test papers and other written work collected during his teaching career by Mr. Lawrence, who is currently a history teacher at Dial Junior High School, Pine Bluff, Arkansas.



ANIMAL LANGUAGES

While human language is undoubtedly the most highly developed means of communication, the languages of animals are sometimes amazingly efficient. Like all languages, they consist of signs that can be perceived by the senses and that reveal a state or an intention of the sender, influence the receiver, and give information. The signs are almost always symbols in code, and only someone who knows the code can understand them.

Although penetrating the secrets of animals' languages is just as difficult as breaking an unknown code, signals between members of the same species and even between creatures of different species are as common as life itself. The signals animals make—their calls, their movements, the positions they adopt—can express such definite things as "Come here!" "Clear off!" "Get out of my territory!" "Build a nest with me," "Help! I'm lost," or even "Fly straight ahead keeping about 30 degrees left of the sun and then, about 200 yards away, you will find a mass of clover in flower." That last piece of information would come from the dance of a bee who has just discovered a rich source of food and is telling the other bees in the hive.

Crickets and grasshoppers (generally only the males) use their astonishing varieties of musical apparatus to "sing" their messages; and each species sings its own song. The important thing is that the song, which is intended particularly for a female member of the same species, is correctly understood by that member. She is attracted and stimulated only by the song of a member of the same species singing in the neighborhood. The unmistakable difference between songs is especially striking and effective in the case of related species living near one another in the same area. Mismating rarely occurs, because the related species simply do not "understand" one another.

Although the male's song is certainly intended primarily for the female, the males also hear and understand each other. In the case of little grasshoppers and crickets who are not confined to any definite habitat, this can result in many males congregating in a relatively small area and singing almost in chorus. In this way, they probably exert a more powerful attraction on the females. On the other hand, with male tree grasshoppers and crickets, who are more or less confined to one spot, the singing may have the effect of scattering the other males and distributing them somewhat equally over the area.

But the importance of the songs as a medium of information is further complicated by the fact that the males can sing several kinds of songs. One can often clearly distinguish three types of main songs; and, by running them into each other by linking passages, the singer reflects his mood. A male singer who is relatively isolated from other singing members of the same species sings a calling song that will attract a female who is in a suitable mood. Two males who meet sing the shorter "rival's song," the beginning of which is frequently strongly accentuated. In the presence of the female, however, especially if she is unresponsive, the song changes to the "courting song," which sometimes continues for a long time and usually ends with an attempt at mating.

The significance of the rival's song varies with different species and groups of species. With field crickets, the song accompanies the often bitter combat between two males. For many field grasshoppers, whose males are less choosy and make advances to anything that has any resemblance to a grasshopper, it can be a help to sexual recognition. When a male starts courting another male by mistake, the latter responds with the rival's song; whereupon the first one realizes his error and they both move away.

Harmonizing the mood of the two sexual partners appears to be the primary purpose of the courting song. Many female field grasshoppers who are ready to mate answer the courting male. Their songs are alike, although the female's is usually quieter and its rhythm less strict. But the effect on the male is profound. He becomes extremely active, rushes about, orients himself to the female, sings more passionately, and leaps in the direction of the partner who is exchanging songs with him. The female may also move toward the male, and they quickly meet and mate.

Thus, the courting song proves to be especially significant. It is specific to the species; it is correctly understood by another member of the species; it expresses a definite, mutual mood; it produces action; it facilitates orientation to the partner; and it ensures speedy mating.

Turkeys have at their disposal about three dozen signals through which to reach an understanding with one another. Of these signals, gobbling—the call of the turkey tom at breeding time—is probably the most striking. Audible within a radius of several hundred yards, it

tells the hens who want to mate where to find a tom and lets the other toms know where they will find a rival. Toms have very fine ears and answer their rivals with an identical call within a fraction of a second. Then they seek each other and fight for the strutting ground. As far as answering is concerned, learning seems to play no vital part; toms raised away from their fellows reply with the same reliability as old, experienced birds.

Another striking signal of the turkey tom is the scarlet color of the bare skin at his neck and head. This signal, however, we find only in courting toms who are undisputed lords of their grounds when (crop inflated, feathers ruffled up, tail spread) they await the favor of their hens or when they fight with others of their kind.

If a strutting turkey tom who is displaying all his red meets a rival, the two embark on a peculiar contest. By uttering threatening calls or by leaping to the attack and striking with his spurs, the tom first tries to put his opponent to flight. But should the latter prepare to fight and also try to leap to the attack and refuse to give ground, a sort of wrestling match begins.

Each tom tries to peck the other's bare red skin and then to push the other away or to pull his head down against the ground. The skin, which looks so tender and vulnerable, and the fleshy lobe that dangles from the beak, prove to be extremely tough and survive such rough treatment very much better than would the feathers. And this gives us the clue to the significance of the color signal: It attracts the attacking beak, thus preserving the feathers, which as a rule can be renewed only once a year—at the autumn molting. Furthermore, hens and timid, vanquished toms who show no red are spared unnecessary fights.

This article was adapted from Signals in the Animal World, **which was written by Dietrich Burkhardt, Wolfgang Schleidt, and Helmut Altner with the collaboration of Helmut Albrecht, Karl Daumer, Irenäus Eibl-Eibesfeldt, Klaus Hoffmann, Werner Jacobs, Arthur A. Myrberg, Jun., Maximilian Renner, Friedrich Schaller, Hermann Schöne, Johann Schwartzkopff, Gernot Wendler, and Wolfgang Wickler and translated by Kenneth Morgan. Used with permission of McGraw-Hill Book Company. (c) George Allen & Unwin, Ltd. 1967.**

Of all the means animals use to communicate information, the one man has known longest is without question the sound that birds make.

We subdivide these bird sounds into noises, calls, and songs. The stork makes a clattering noise by clapping his lower beak against the upper. During the snipe's courting flight, the vibration of his outer tail feathers creates a bleating noise. The woodpecker makes an "instrumental" sound by drumming on a dry branch.

On the other hand, birds produce *calls* and *songs* with their vocal organs. Calls provide a great variety of means to understanding or conveying a mood. Depending on the information they contain or on their social function, we describe them as attracting calls, mood sounds, begging calls, warning cries, cries of fear, threatening sounds, and the like.

Although the calls of the species vary greatly, we can recognize in their acoustical structure certain general rules connected with their purpose. Attracting calls, for example, usually consist of one or several sharp accentuated syllables. The short attracting call might be especially good for locating the invisible caller in the bushes.

Warning cries, such as the jay's harsh croak, are less characteristic. The starling's cry of alarm sounds like the jay's call and has the same effect, even on alien bird species. The warning cries of many small birds have in common the fact that they make location of the long-drawn-out sound difficult, so that the bird raising the alarm helps his neighbor without endangering himself. The great similarity between the warning calls of reed bunting, blackbird, great tit, blue tit, and bullfinch facilitates understanding between species about a common enemy. (Fish, such as minnows, who form schools, also give an alarm signal. If they are injured by a predator, their damaged skin secretes a substance that, even highly diluted, warns other fish to keep away from the dangerous area for some time.)

Bird song is related to reproduction and, together with other behavior patterns, is controlled by hormones. Young males whose sex glands are beginning to mature and old birds whose glands become active again after the autumn molting repeatedly raise their voices in the "quiet" song. This song develops by the spring—with interruptions due to the winter—into the full, "loud" song, which is often thematically poorer.

Because the male bird who is occupying a territory with a nesting place usually produces the loud song, it is often called a territorial song. The song is primarily intended to mark the extent of the territory occupied. A bird in possession of a territory sings more beautifully at the boundaries of a neighboring rival. The song occasionally provokes a real fight, but in general its effect is preventive; it scares off intruders and possible rivals. On the other hand, females who are ready to mate are attracted by it and are tolerated or even welcomed by the owner of the territory. If the joyous song of a male who has paired stops, the female may depart.

Among marine animals, we have discovered all sorts of "partnerships for mutual aid" (symbioses) in recent years. Marine fish, for example, establish cleaning symbioses with the help of optical signs. When a large fish wishes to be cleaned, he stops—usually in the area of a coral reef—and waits with his huge mouth open and his gill covers up. Almost immediately two little fish will appear and begin to search along his body, removing parasites and cleaning any injuries to his skin. One little "cleaner" will perhaps swim into his open mouth. The large fish (the host) will keep perfectly still and, when the other little fish comes near a gill cover, will lift it up to let him in.

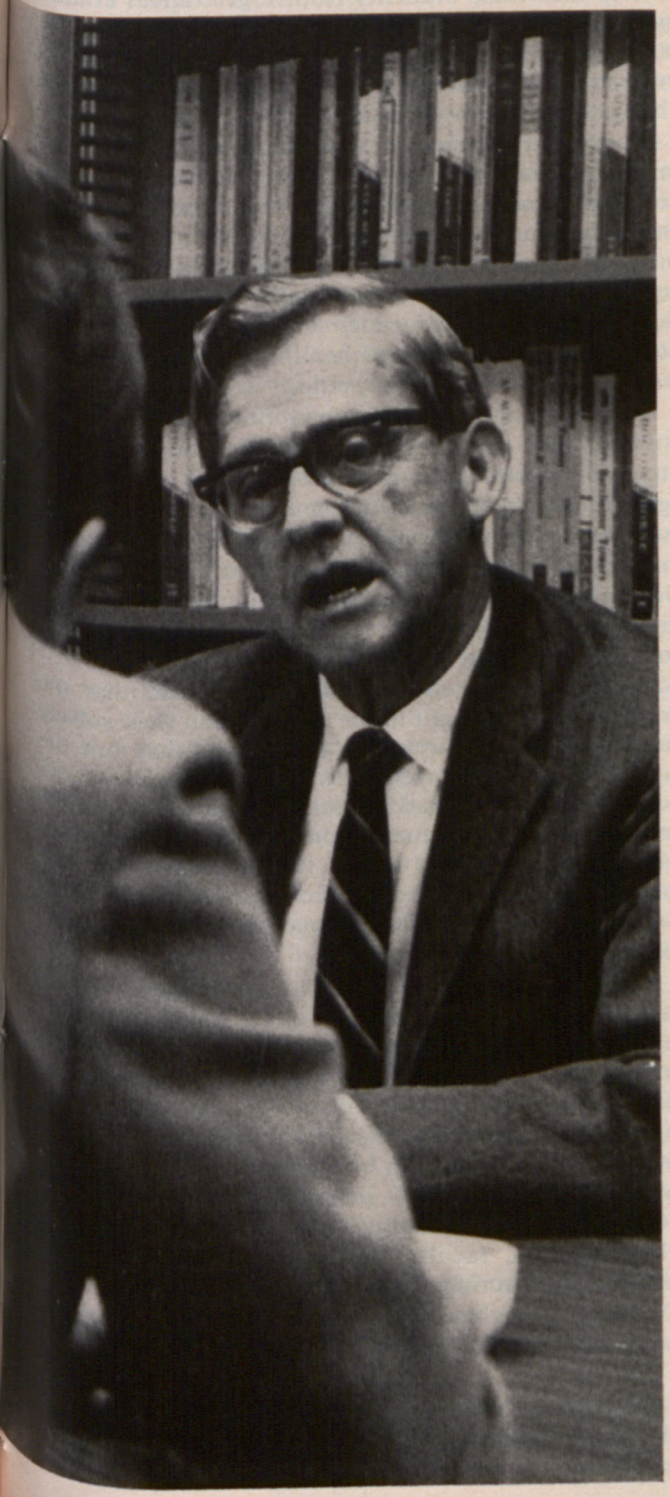
After a while, the host will suddenly snap his mouth together, without completely closing it, and at once open it wide again. This is a signal to the first little fish to come out of the host's mouth. By a brief flick of his gill cover, the host gives a similar warning to the other little fish. After the host shakes himself several times, the cleaners will depart.

Cleaner and host understand each other through a whole series of movements, each of which conveys

(*Continued on page 71*)

A grievance man for students...

The Campus Ombudsman



HOWARD RAY ROWLAND, *associate professor and director of information services, St. Cloud (Minnesota) State College.*

• **Suppose you're one of Massive University's X-thousand students.** Your computer-printed term grade report has arrived in the mail. Much to your dismay you discover that you've received an F for a course you didn't take. An obvious error. All you have to do is notify the proper office. But there's the rub. Which of the dozen possible offices is the proper one? Should you see your academic adviser? Someone in the Registrar's Office? The Student Affairs Office? The Computer Center? At each office the employees are busy, phones are ringing, students are waiting. Because the next term is already under way, you are pressed for time. After several attempts you still haven't convinced anyone that the F is an institutional failure, not yours. You become irritated and frustrated. In fact, you're ready to join the next student protest against the system because you feel victimized by it. Where can you turn for help?

When a student at Michigan State University faced a similar problem last year, he turned to a faculty member designated as the campus ombudsman. As soon as the ombudsman, James D. Rust, an English professor, recognized the student's grievance as genuine, he lifted his telephone and made one call. The student received instant assurance that his grade report would be corrected.

Another Michigan State student was shuttled back and forth between two offices six times when he tried to obtain a duplicate copy of a fee receipt he had lost. Finally he unloaded his exasperation on Dr. Rust. The outcome is best described in the student's own words: "He phoned someone who immediately found the extra copy. Dr. Rust told me to go back to a certain girl in the Administration Building, and when I got over there, a duplicate receipt card was waiting. The girl informed me that as far as she knew it was the first one ever issued at MSU."

A female graduate student who solicited Dr. Rust's help in gaining release from a financially burdensome contract with the University commented afterward how gratifying it was to learn that even in a large institution "there is at least one person who *cares*."

This combination of personal concern, knowledge of

Michigan State University Ombudsman James D. Rust confers with a troubled student.

procedures, and ability to cut red tape is what makes the campus ombudsman popular with students at Michigan State and at some 20 other American colleges and universities where the office has been established in the past three years. Other educational institutions, including community colleges and high schools, are considering the concept.

Although new to higher education, the ombudsman (in Swedish, literally "grievance man") has long been active in public administration, particularly in Scandinavia. The 1809 Swedish constitution created the position so that citizens would have somewhere to turn other than to the courts if they felt the government had deprived them of basic rights. In modern times, Finland, Denmark, and Norway, as well as New Zealand, Great Britain, and two Canadian provinces have adopted the idea. Proposals for integrating ombudsmen into this nation's federal structure have been introduced in Congress on several occasions, and Hawaii has enacted ombudsman legislation.

Authorities attribute the current surge of interest in the ombudsman concept to its psychological appeal. Where the office exists, individuals know they are not helpless before the large and impersonal administrative machinery of government. The unique feature of the idea is that the ombudsman has full authority to investigate and pass judgment but no power to enforce. His remedial tools are persuasion, criticism, and publicity. He cannot arbitrarily reverse administrative action. The only sanction he can impose is censure—yet that has proved to be a formidable weapon.

The unprecedented expansion of college enrollments in this decade has forced the institution of higher education to adopt bureaucratic features, such as specialization, hierarchy of authority, and impersonal rules. The plight of the individual student on the large and impersonal campus is a growing social concern.

While students in groups have learned to exert considerable influence through effective organization, students as individuals sometimes suffer from neglect, abuse, and manipulation. Unsure about procedures and confused by the diffusion of authority, they feel a frustration akin to that of the citizen who cannot "fight city hall." Institutions like Michigan State have recognized the value of providing a competent advocate to help the student cope with discrepancy in power and size between himself and the institution. Student response generally has been favorable.

The ombudsman at a college or university is an independent faculty member who receives complaints primarily from students, although some campus ombudsmen also consider faculty grievances. The ombudsman decides which complaints he will investigate and which are unfounded or beyond his jurisdiction. The position is auxiliary to, not a replacement for, existing functionaries. The office of ombudsman—whether civil or campus—can be added to an existing system without altering the administrative structure and at comparatively little expense.

As with most innovations in higher education, the position of campus ombudsman raises questions. Is the office really performing a necessary service for the student and the institution or is it, as one critic claims, merely an administrative gimmick? Information obtained from campus ombudsmen and students who have consulted them supports a favorable assessment and provides the basis for some recommendations.

The primary objective of the campus ombudsman is to help individual students resolve grievances created by the institution. His secondary goal is to reduce the number and degree of student problems by detecting patterns of complaints and recommending desirable changes in policies and procedures.

Student grievances brought to most campus ombudsman cover a wide range of academic and nonacademic concerns, although the ombudsmen at Berkeley considers only academic matters. Academic problems include registration and admission, course requirements, quality of instruction, advisement, tuition, and grades. Nonacademic problems range from housing, employment, and health care to traffic regulations and use of facilities and services.

A recent survey at Michigan State revealed that students who consulted the campus ombudsman during a four-month period represented all class ranks, age groups, grade levels, and housing categories. However, on a proportional basis, more upperclassmen, male students, and married students visited him. Nearly half the 218 surveyed students had taken their problems to two or more persons in authority before consulting the ombudsman.

Two-thirds of the surveyed students said that the problems they brought to the ombudsman were solved, and the same proportion indicated that they felt the ombudsman helped relieve student frustration and hostility. None wanted to see the functions of the ombudsman discontinued, including those whose problems were "not solved at all." Almost everybody said they would return to the ombudsman if they encountered similar problems and would recommend him to other students.

According to the surveyed students, knowledge of campus operations and regulations is the most important requisite for a campus ombudsman, followed by understanding, effectiveness, authority, and accessibility, in descending order of importance. A nonteaching faculty member was their first choice for a campus ombudsman. Fewer than one-fifth of the respondents favored a professional student personnel worker. None preferred a student. Nearly half indicated that administration, faculty, and students should all be involved in selecting the campus ombudsman. A term of office longer than two years was highly favored by the respondents.

The dean of students, or vice-president for student affairs, is the administrative official the campus ombudsman most nearly resembles. Because both he and

This article is based on facts gathered by Dr. Rowland in preparing his doctoral dissertation at Michigan State University.

the ombudsman are expected to help students solve their problems, the chief student affairs officer and his associates may feel threatened or bypassed by the appointment of an ombudsman. However, basic differences separate the two positions. The chief student affairs officer supervises a staff; the ombudsman, except for secretarial assistance, usually works alone. Unlike student affairs personnel, the ombudsman has no student disciplinary enforcement powers or responsibilities. Another difference is that the ombudsman may investigate complaints directed against the student affairs office; the chief student affairs officer does not have reciprocal authority.

What kind of faculty member best fits the role of campus ombudsman and how should he be selected? These are crucial questions in establishing the office at any college or university. Already evident is the fact that the campus ombudsman may come from any academic discipline as long as he genuinely likes students and has the respect of his colleagues. The method of selection is important because the campus ombudsman usually is responsible to the appointing individual or body. If he is selected exclusively by one power group on the campus—whether it be students, faculty, or administration—he may be regarded as having obligations to that group. Consequently, his overall effectiveness is likely to be diminished.

Few roles in higher education are as demanding, yet allow as much latitude for individual style and personality, as that of ombudsman. He seems to perform best where he has a specific mandate, vague guidelines, and broad support. Although the campus ombudsman can influence improvements in institutional policies and procedures, much of his day-to-day activity is individual casework bearing results that are long term and cumulative, and therefore difficult to assess.

It is a mistake for an institution to appoint an ombudsman to solve political problems. Even when performing effectively, the ombudsman cannot prevent student confrontations of a political nature that challenge the organizational structure or policy decisions of the institution. He relieves student pressures and frustrations, he improves administration, he corrects small injustices, but he does not put down mass student rebellions.

Considering the complexity and diversity of American institutions of higher education, any attempt to propose a model for campus ombudsmen to follow must allow for modifications to meet local conditions. However, the model suggested below, based on surveys of students and ombudsmen, includes those features generally considered essential to the successful operation of the office:

1. The institution with a campus ombudsman should have a relatively stable organizational structure that is supported and trusted by most of the people within it most of the time.

2. The office of ombudsman should be equivalent in salary and prestige to that of high-level academic and administrative positions.

3. The campus ombudsman should be a long-time faculty member at the institution, experienced in teaching and advising, and highly respected by students, colleagues, and administrators. Regardless of his academic discipline, he should have some rudimentary knowledge of the law and should become thoroughly acquainted with the civil ombudsman concept.

4. He should be carefully selected by a committee representing students, faculty, and administration. The governing board of the institution should make or confirm the actual appointment upon the recommendation of its chief administrative officer.

5. He should be appointed for a two-year term of office, renewable by mutual agreement of the ombudsman and the selection committee.

6. He should make periodic reports of a general nature that are widely publicized to all members of the institution. He also may make confidential reports with recommendations to the chief administrative officer, who should determine the extent of their circulation.

7. While serving as ombudsman, he should not be required to teach courses or perform other faculty duties that would reduce his accessibility to students with grievances.

8. He should have a private office separate from the main administration building and conveniently located for students.

9. He should be receptive to individual student grievances, both of an academic and nonacademic nature, concerning the institution. He should decide which complaints are within his jurisdiction and competence and which merit his investigation.

10. He should use reasoned persuasion to bring about redress of genuine student grievances as expeditiously and equitably as possible.

11. Where a pattern of student grievances develops, he should work for a change in regulations, procedures, or personnel to prevent such problems from recurring.

12. He should conduct investigations in response to student complaints, not on his own initiative.

13. He should have access to all campus offices and files, except medical, psychological, and government-classified records.

14. He should keep confidential, written records on each case he considers.

15. When rebuffed in the course of an investigation, he should have the authority to appeal to the chief administrative officer for intervention.

16. He should not have authority to take disciplinary action, reverse decisions, or circumvent regulations. His power should lie in his prestige, persuasiveness, and persistence in stating his views to persons involved in a grievance and, if necessary, to their organizational superiors.

17. He should supplement, not supercede, other means of redress for student grievances.

18. Decisions on whether to continue the office should be based on systematic sampling of students who have consulted the ombudsman. •

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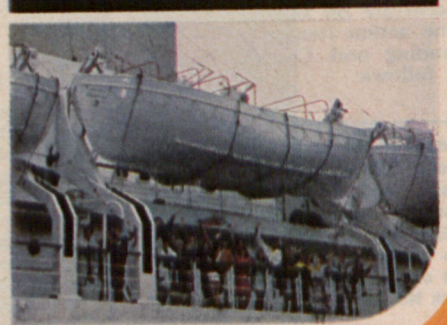

NEA Resolutions, 1969

NEA President George D. Fischer called on delegates at the Philadelphia Convention in July to help solve the nation's problems.

ACTION BY THE ASSEMBLY

• The 1969 NEA Representative Assembly adopted Continuing Resolutions and Current Resolutions instead of a Platform and Resolutions, as in the past. Changes in the Continuing Resolutions (which include material from the Platform plus material of a more permanent nature from the 1968 Resolutions) will be considered in the future only on the recommendation of the Resolutions Committee or on the initiative of the Representative Assembly.

Henceforth, each Assembly will be able to concentrate on Current Resolutions—i.e., the action items.

The Continuing and Current Resolutions are as follows:

For a free copy of the resolutions in booklet form, write to Martha Ware, NEA Center. Major addresses and complete minutes of business sessions appear in ADDRESSES AND PROCEEDINGS, to go in November to life members requesting it. ($5 to others either in hard cover, Stock No. 371-11452, or in paper, Stock No. 371-11450.)

I. CONTINUING RESOLUTIONS
A. EDUCATION IN AMERICA

C-1. Educational Opportunity for All

The National Education Association believes that education should be provided from early childhood through adulthood, be suited to the needs of the individual, be nonsegregated, be offered beyond the traditional school day and school year, be offered at public expense, and be required through the secondary school. The individual also must be free to choose, to supplement, or to substitute education in privately supported nonpublic schools. (69)

C-2. Public Education

The National Education Association believes that solutions to the problems facing public education must preserve and strengthen the priceless heritage of free public educational opportunities for every American.

Free public schools are the cornerstone of our social, economic, and political structure and are of utmost significance in development of our moral, ethical, spiritual, and cultural values. Consequently, the survival of democracy requires that every state maintain a system of free public education and safeguard the education of all.

The public school system is not expendable. Any movement that would diminish this vital asset will be opposed by the Association. (69)

C-3. Schools in Crisis

The National Education Association believes that many schools are in crisis, evidenced by decay, neglect, and continuing deterioration. These schools must be provided with higher than average per pupil financial allocations to increase staff, buildings, and instructional material. Massive financial support is required to provide quality education. Organizational patterns must be developed which effectively involve parents, teachers, and students.

The Association urges its affiliates to initiate programs which strengthen and enhance the education provided by these schools. It believes its affiliates are uniquely able to design programs to inform and assist teachers in such schools. Continuous communication and involvement with community groups are keys to the success of such programs.

The Association directs its officers and staff to design action programs and seek necessary legislation and financial support to improve schools in crisis. (69)

C-4. Desegregation in the Public Schools

The National Education Association believes that individual personality is enhanced and the national interest furthered by educational opportunity that involves children, formally and informally, in diverse cultures.

Therefore, each educational institution at any level must seek to eliminate prejudice and bigotry from the public mind, teach and practice democratic principles and support the free society that embodies them, and uphold respect for law, protection of individual rights, and use of democratic processes to effect change. The Association believes that it is imperative that the concept of desegregation take root in the attitudes of each educator.

The Association endorses the decision of the U.S. Supreme Court in Brown *v.* Board of Education and urges compliance with subsequent federal laws and regulations in this area. The Association recommends that policies and guidelines statements for school desegregation should be in keeping with the intent and provisions of civil rights legislation and judicial decisions and should be uniformly applicable throughout the nation's schools. It directs its state and local affiliates to seek in all communities adherence to the spirit and the letter of the law.

The National Education Association insists that there be no deviation by the federal government from the established timetable for desegregation set by the Department of Health, Education, and Welfare Guidelines.

The Association directs its officers and staff to exert every effort to reestablish the September 1969 deadline for full compliance. (69)

B. PROFESSIONAL COMPETENCE

C-5. A Competent Educator in Every Professional Position

The National Education Association believes that each educator should have a broad general education; depth of preparation in special areas; mastery of the knowledge and skills necessary to perform his duties; zeal for continued learning, in-service education, and understanding of professional ethics, professional responsibilities outside the classroom, and the pressing needs of public education. (69)

C-6. Evaluation and Subjective Ratings

The National Education Association believes that it is a major responsibility of the teaching profession, as of other professions, to evaluate the quality of its services. To enable educators to meet this responsibility more effectively, the Association calls for continued research and experimentation to develop means of objective evaluation of the performance of all educators, including identification of (a) factors that determine professional competence; (b) factors that determine the effectiveness of competent professionals; (c) methods of evaluating effective professional service; and (d) methods of recognizing effective professional service through self-realization, personal status, and salary.

The Association insists that each educator have access to all items in his personnel file, except privileged communications related to his initial employment, and should have the right to attach a written response to any item. A procedure should be established to remove inappropriate or unfounded material from personnel files. A copy of any evaluation report placed in the educator's files must be given to the educator.

The Association further believes that use of subjective methods of evaluating professional performance for the purpose of setting salaries has a deleterious effect on the educational process.

The Association believes that the use of examinations such as the National Teacher Examination is an undesirable method for evaluating educators in service for purposes such as salary, tenure, retention, or promotion. Such examinations should not be used as a condition of employment of an educator when the candidate is a graduate of an institution accredited by the National Council for Accreditation of Teacher Education. (69)

C-7. National Council for Accreditation of Teacher Education

The National Education Association believes in the importance of national accreditation in teacher education and supports the National Council for Accreditation of Teacher Education as the single national agency to perform this function.

The National Council should remain broadly representative of the teaching profession, and the various branches of the profession should be included on the Council and on its committees and visiting teams. (69)

C-8. Paraprofessional and Auxiliary Personnel

The National Education Association urges local school systems to provide classroom teachers with a supportive staff who will free the teacher from certain nonteaching and routine duties so that he can perform more successfully the primary task of teaching each child. The Association also urges its local affiliates and local school systems to become involved in the recruitment, orientation, and training of paraprofessional and auxiliary personnel. Food service programs that assure that no child suffers from hunger should be the responsibility of such personnel and not an additional duty imposed on classroom teachers.

The Association calls upon its local affiliates to resist efforts by school boards to use the employment of paraprofessional and auxiliary personnel as an excuse to increase class size. (69)

C. EDUCATIONAL PROGRAMS ADAPTED TO INDIVIDUAL AND SOCIAL NEEDS

C-9. Physical Environment for Learning

The National Education Association believes that the physical environment for learning must keep pace with the growth in the number of students and the changes in methods of teaching and of presenting instructional materials. Schools must be safe, healthful, and attractive. Instructional space must be flexible. Instructional materials and equipment must be provided in sufficient variety to serve all students. (69)

C-10. Improvement of Instruction

The National Education Association believes that a prime responsibility of professional associations is to stimulate significant improvements in the quality of instruction. Much of the responsibility to make educational changes should lie with the teachers through their influence and involvement in democratic decision making in and out of the school.

The Association urges local affiliates to involve members in the development and implementation of programs for instructional improvement, curriculum development, and individualization of instruction relevant to the needs of the students.

The Association recommends that professional educators enter into active collaboration with research and development specialists, both in regional educational laboratories and in industry, to promote technology's potential contribution to education by guiding the development of technology in the most educationally sound directions. It encourages school systems to establish learning materials centers.

The Association further recommends that the profession, in cooperation with other interested groups, establish standards of quality that will prevent the distribution and use of inappropriate products. (69)

C-11. Improvement of Curriculum

The National Education Association believes that each school system, in shared responsibility with classroom teachers, must continuously evaluate its curriculum, keeping it ever sensitive to the current and future needs of students.

The Association recommends that each school curriculum reflect concern for such critical issues in our present society as: (a) environmental education, (b) American heritage, (c) traditional American values, (d) mental hygiene, (e) safety education, (f) conversion to the metric system, (g) contributions of minority groups, (h) cultural diversity, (i) democratic processes, and (j) human ecology. (69)

C-12. Selection of Materials

The National Education Association believes that decisions on which school learning experiences will develop a student's talents are best met by a teacher who knows the learner. Teaching quality depends on freedom to make such deci-

President Fischer greeted Mrs. Martin Luther King, Jr., (left) and former NEA President Elizabeth D. Koontz, both of whom appeared on the Convention program.

Officers elected at the Convention included the vice-president and president-elect, Helen Bain of Tennessee (center), and two members of the Executive Committee, Thelma F. Davis of Georgia and Eugene M. Karol of Maryland.

sions. Teachers must select instructional materials without censorship. Challenges of the choice of instructional materials must be orderly and objective, under procedures mutually adopted by professional associations and school boards. (69)

C-13. Cultural Diversity in Instructional Materials

The National Education Association believes that basic educational materials should portray our cultural diversity and the contributions of minority groups.

The Association recognizes that additional instructional materials chosen for classrooms and libraries may rightfully contain a number of biases to allow students to become familiar with the attitude and recommendations from various segments of the literary world. (69)

C-14. Bilingual Education

The National Education Association calls upon its members and affiliates to seek repeal of state laws prohibiting the teaching of subjects (other than foreign languages) in any language but English and to enact legislation that will provide necessary funds to develop and provide teaching material appropriate for those students to whom English must be taught as a second language. (69)

C-15. Mental and Emotional Health of Children

The National Education Association believes that mentally healthy school and home environments are essential to the proper growth and development of children. It is deeply concerned about the increasing number of children suffering from serious mental and emotional disorders. It supports efforts to—

a. Strengthen and improve the enforcement of child abuse laws.

b. Promote educational programs for parents to improve the home atmosphere.

c. Improve teacher and administrator understanding of child growth and development to ensure the provision of an emotional climate in the school conducive to good mental health.

d. Provide special preventive services in the school to detect impending difficulties early.

e. Provide comprehensive community mental health facilities for the treatment of children and adults. (69)

NEA Executive Secretary Sam M. Lambert told the delegates of vastly increased, on-the-spot services to all NEA members.

C-16. Guidance in Elementary Schools

The National Education Association urges that guidance programs, including counseling and psychological services, be increased, and established where they do not now exist, in all elementary schools. (69)

C-17. Conversion to the Metric System

The National Education Association believes that a carefully planned effort to convert to the metric system is essential to the future of American industrial and technological development and to the evolution of effective world communication. It supports federal legislation that would facilitate such a conversion. (69)

C-18. Moral and Ethical Values

The National Education Association believes that an understanding of the American heritage and the traditional values of the American way of life is a primary goal of teaching and learning in the public schools.

The Association recommends that all educators emphasize, through their professional activities inside and outside the classroom, the application of our moral and ethical values.

The Association also urges that schools make every effort to develop in school-age citizens, through curriculum, programs, and activities, a capacity for moral judgment and a sense of responsibility in both the public and private spheres. (69)

C-19. Human Relations Day

The National Education Association believes that the attention of the people of the nation should be focused on the importance of human relations during special activities at least one day each year. It recommends that state associations urge their governors to proclaim January 15 as "Human Relations Day." The Association encourages its affiliates and all school systems to plan activities on this date that will promote good will among men. (69)

D. FINANCIAL SUPPORT

C-20. Basic Financial Support

The National Education Association believes that public education should be supported from public tax sources to ensure that each citizen has an educational program for the highest level he is capable of achieving. This is the only true meaning of equality of educational opportunity.

The Association also believes the tax systems of the federal, state, and local governments should share equitably in supporting public schools. Special apportionments of federal and state funds should be provided to encourage experimentation and promote improvements in educational practice.

The total impact of the tax systems supporting schools should be proportionate to the ability of the taxpayers to pay without undue hardship on any one group. No one tax should bear a disproportionate share of the cost. Outmoded and restrictive tax rate and indebtedness limitations must be removed. The tax systems should be continually reviewed to ensure an equitable distribution among individual taxpayers, among school systems, and among levels of government. (69)

C-21. Federal Support of Public Education

The National Education Association seeks federal support of public education in line with the following principles:

a. That federal programs comply with current civil rights statutes and judicial decisions.

b. That there be substantial general federal support of the whole of public education.

c. That present federal programs of specific aids be continued, expanded, and improved by consolidation and simplification of administration.

d. That further expansion of federal support to education be general in nature, and that these funds be allocated without federal control for expenditure and suballocation by state education agencies.

e. That the amount of aid be generally predictable for long-range planning and specifically predictable for year-to-year planning.

f. That legislation be consistent with the constitutional provision respecting an establishment of religion and with the tradition of separation of church and state.

g. That the legislation contain pro-

A social highlight of the Convention was Classroom Teachers Night, which featured the Philadelphia Mummers.

vision for judicial review as to its constitutionality.

h. That all federally supported educational programs, including those now assigned to other federal agencies (except those programs designed to train armed forces personnel), be administered by the U.S. Office of Education, pending establishment of a Cabinet Department of Education. (69)

C-22. Professional Salaries

The National Education Association believes that certain factors must be considered in the formula of any salary policy and that no professional group may be overlooked in the establishment of such policies. These factors also apply to salaries for professional service including, but not limited to, summer school, after-school activities, federally supported programs, research and writing activities, and extra duties within the school day.

The Association believes that a salary schedule should—

a. Be based upon preparation, teaching experience, and professional growth.

b. Be expressed through index or percentage guides.

c. Provide a beginning salary to attract capable young people into the profession.

d. Provide annual increments that in no case are less than 7 percent of the bachelor's degree minimum and are sufficient cumulatively to double this minimum within 7 years for professionally qualified teachers with the master's degree, with further salary increases for additional preparation and experience, including the doctor's degree.

e. Be developed through the process of professional negotiation.

f. Permit no discrimination as to grade or subject taught, residence, creed, race, sex, marital status, or number of dependents.

g. Relate salary scales for supervisory and administrative positions to the teacher-salary schedule by ratios which recognize differences in responsibility, length of contract year, and other appropriate factors.

h. Be revised by methods that prevent deterioration in the ratios of maximum salaries, experience increments, and preparational differentials to beginning salaries.

i. Be applied in actual practice in an equitable manner so that teachers are not penalized in changing assignments.

j. Allow full credit for teaching experiences outside the district. (69)

C-23. Salaries in Higher Education

The National Education Association urges substantial increases in salaries of faculties in institutions of higher education. Institutions of higher education must offer salaries sufficient to attract and retain faculty members of academic excellence. (69)

C-24. Tax Deductions for Professional Expenses

The National Education Association believes that educators must continuously develop professionally and that expenses incurred to do so are professional expenses and must be uniformly deductible from gross income in the computation of federal and state income taxes. Included in such deductible expenses are those incurred on sabbatical leave or for educational travel when they satisfy employers' requirements for the maintenance and improvement of teaching skills.

The Association calls upon the Internal Revenue Service to apply these regulations uniformly and equitably in all of its districts. (69)

C-25. Teacher Retirement and Social Security

The National Education Association believes that properly planned and soundly financed retirement systems are essential. Benefits should be at least 50 percent of the average of the highest 3 years of salary after 20 years of service. Full vesting should be provided after not more than 5 years of creditable service. Contributions by educators to retirement systems should be on a tax deferred basis.

If retirement systems are supplemented by participation in the federal Social Security program, such participation should be wholly in addition to, and not in place of, retirement benefits previously guaranteed by law; must be without impairment of the financial soundness of the existing system; and must be approved in advance by a majority of the active members of the existing system.

The Association will seek federal laws to effect cost-of-living increases in national retirement benefits and urges its affiliates to seek such benefits from state legislatures and state teacher retirement systems.

The Association supports the principle of eligibility of teachers for Part A of Medicare and seeks legislation to effect it.

The Association calls upon its affiliates to join with it to develop guidelines for programs of preretirement counseling for members. (69)

E. ORGANIZATIONAL AND ADMINISTRATIVE SERVICES

C-26. United States Department of Education

The National Education Association urges the establishment of a Cabinet-level U.S. Department of Education. (69)

C-27. Decentralization in Large Cities

The National Education Association believes that the educational decision-making process must be as close as possible to the citizens and professional staffs directly served by, or involved in, local communities within the cities and recommends decentralization in large cities.

The Association endorses the concept of elected boards of education within large cities. The appropriate delineation of authority and power between a central city board of education and the community boards within the city is a critical factor in ensuring the success of decentralization. Such delineation will inevitably vary from city to city based upon local circumstances, custom, state law, immediate needs, and historical precedent. Precedent and custom, however, must not be allowed to stand in the way of establishing smaller and more viable units of school governance and administration which will make large city schools more responsive and accountable to the various groups they must serve.

The Association also believes that elected community boards of education must possess clearly defined authority in the areas of curriculum, educational materials, school program, and personnel, with negotiation rights and procedural due process guarantees for the educators of the city. (69)

C-28. Time To Teach

The National Education Association believes that "time to teach" refers not only to those hours during which an educator is actually teaching but also applies to those conditions that contribute to the student-teacher relationship. These include a reasonable, carefully defined work load, including time for planning and elimination of the noninstructional tasks required of a teacher.

Class size must be adjusted to the particular learning process involved to allow individual attention to each pupil when that is the required mode of instruction. The ratio of the professional personnel serving students should be at least 60 professional staff members per 1,000 students, not including paraprofessionals. (69)

F. EMPLOYMENT PRACTICES AND STANDARDS

C-29. Written Personnel Policies

The National Educaton Association insists that personnel policies be written and be developed cooperatively by local associations and boards of education where they are, at present, not subject to the negotiation process. (69)

C-30. Nondiscriminatory Personnel Policies

The National Education Association believes that the criteria for evaluating educators for employment, retention, payment, or promotion are professional competence, successful experience, and ethical practice. Local affiliates must secure and enforce personnel policies and practices that guarantee that no person will be employed, retained, paid, or dismissed because of his race, national origin, religious affiliation, or sex. (69)

C-31. Housing for Educators

The National Education Association believes that all educators should be free to reside in the communities of their choice. Local affiliates should lead in breaking down barriers that limit this freedom. (69)

C-32. Equality of Opportunity for Women

The National Education Association insists that all educators, regardless of sex, who are qualified be given equal consideration for any assignment by boards of education. Local affiliates are urged to launch a program to remove existing discriminatory practices against women. (69)

C-33. Professional Negotiation and Grievance Procedures

The National Education Association believes that local associations and school boards must negotiate written master contracts. Such contracts shall result from negotiation in good faith between associations and school boards, through representatives of their choosing, to establish, maintain, protect, and improve terms and conditions for professional service and other matters of mutual concern, including a provision for financial responsibility.

The Association encourages local affiliates to see that teachers are guaranteed a voice in the establishment of instructional policies. Procedures for the resolution of impasse must be included. Grievance procedures shall be provided in the master contract with definite

(*Continued on page* 72)

SEATTLE TEACHERS ASSOCIATION

BERNARD L. PEARCE, *third grade teacher, W. C. Bryant Elementary School, Seattle; and* **GEORGE S. GREEN,** *NEA Northwest Regional Director.*

The Seattle Teachers Association made a break last year with the traditional mode of teacher-community relations that may prove of long-term significance in Seattle's struggle to save its urban school system from chaos and collapse.

Speaking up for themselves, Seattle teachers bypassed district channels of communication through which the school story is normally told and, with the Seattle Council of Parent Teacher Associations, initiated an independent study of Seattle school conditions by teachers, parents, and citizens. The result of this action was the organization of the Seattle Schools Conditions Study Committee and the publication of the Committee's 40-page report of deficiencies and suggestions for change and improvement relating to pupil performance, curriculum and program, personnel, facilities, and finance.

In deciding to promote the study project, the Seattle Teachers Association faced up to the fact that a "too little, too late" performance of school boards over the years had contributed substantially to a critical lag in building and to deficiencies in the education program. They concluded that if adequate financing for long awaited school construction, improvements in program, and competitive salary schedules were ever to be realized, the public had to be told how badly Seattle children were being shortchanged educationally.

The association's decision was in sharp contrast to the way teachers had acquiesced over the years in school board pronouncements that alluded to "the fine quality of education we now have" and that described inadequacies as "deficiencies that have arisen because of growing urban problems." The truth of the matter, borne out by the Study Committee report, is that fundamental deficiencies have long existed in the district and conditions have worsened over a period of 40 years—the urban upheaval having only hastened the day of reckoning.

STA and the Seattle PTA Council set these tasks for the Seattle Schools Conditions Study Committee: (a) to represent a broad spectrum of the community, (b) to undertake a comprehensive study of educational conditions in Seattle, and (c) to submit its findings to the Seattle school board, the Washington state legislature, and to other community and state agencies for appropriate action.

As finally constituted, the Committee represented a wide variety and range of viewpoints and interests, with five PTA members, five STA members, and eight representatives of the community.

In spite of some sharp and critical exchanges with the school board, the Committee received encouragement, cooperation, and generous assistance (which included access to district data and research findings) from school district personnel at all levels. Board Chairman David E. Wagoner and District Superintendent Forbes **Bottomly met with the Committee and discussed district deficiencies and goals and urged all** district personnel to study the Committee's published report.

Appraisal of Seattle building needs, concurred with by Superintendent Bottomly, indicated that under the state limitations on bonded indebtedness of school districts in effect prior to legislative action this year, Seattle would need 30 years to retire its "temporary" wooden portable classrooms, most of which are already more than 20, and some 60, years old, and to replace currently obsolete structures. This estimate gives no consideration to continuing obsolescence during the 30-year renewal period. Only 11 school buildings were constructed in Seattle during the affluent sixties.

On the initiative of parent and community members, the Committee, as it moved into the study, began to broaden its investigation beyond the area of school facilities into deficiencies in pupil achievement, relevance of program, and the recruitment, quality, and effective use of personnel. Committee members became aware that these deficiencies matched the building deficiencies.

They noted a rising disaffection with the public school system on the part of black militants, moderates, white backlashers; complaints that "Johnnie can't read (write) (spell) (add)"; the usual charges of too much money for frills; and extremist attacks on sex education and psychological testing. Dropout, shift to private schools, and change in population characteristics contribute to a declining public school enrollment in Seattle.

Complicating the attempts to solve these problems are a state tax structure that has caused a declining ratio of state support for local schools and property assessment practices that have deprived school districts of half the local property tax revenue to which they are entitled under the state constitution and by statute. Consequently, nearly 25 percent of the Seattle district's operating budget must be funded by annual,

local, "special" property-tax levies requiring approval by a 60 percent majority of the voters.

Seattle's changing population makes political solutions more difficult. The flight of her affluent citizens to the suburbs has left Seattle to meet growing costs largely out of revenue from inner-city householders, whose income is a third less than that of surrounding suburbanites.

The percentage of middle-class, school-concerned voters in the city is lower. The number of retired persons on pensions or with fixed incomes and of young unmarried or childless apartment dwellers is growing. The apartment owners' association keeps the latter aware of how increased school millage affects their rents. In recent elections, more and more suburbanites with substantial business holdings in Seattle have opposed increases in school millage.

Seattle teachers, nevertheless, can already count a number of substantial gains made in education on both the state and local levels during the past year, supported and influenced, at least in part, by efforts of the Committee.

After 30 years of resistance to tax reform, the legislature passed and sent to the voters a sweeping proposal to restructure the state taxes, shifting emphasis from property and sales to income. It doubled the amount of debt for which a school district may bond itself for school construction and modified the method of distributing state funds for salary improvements to assist urban school districts in establishing more competitive salary schedules.

Locally, the school district put to the voters and won, after an initial defeat, the highest special levy ever asked in Seattle and moved to hire a management consultant group to make recommendations on district building needs.

Formation, work, and conclusions of the Committee received wide attention and publicity on TV and radio. Both Seattle metropolitan dailies gave extensive coverage to the report and both did independent news and pictorial follow-ups. *Seattle Magazine*, a local, liberally oriented, slick publication interviewed members of the Committee and administrators during the study and carried major articles in two successive months that featured Committee concerns and the results of its own investigation. Since then, the magazine has carried a major article on reading disabilities, emphasizing Seattle's lack of constructive action in this area.

The Committee presented its final report last February at a special joint hearing of the senate and house education committees of the Washington state legislature in the senate chamber of the state capitol in Olympia.

On that occasion, 700 Seattle teachers, plus PTA officers and other interested citizens, made the 70-mile trip to Olympia and crowded the senate chamber to see the Committee presentation of a rapidly moving dual projection of slides alternating obsolete, dilapidated Seattle school buildings and portables with contemporary-design, show-case school buildings. Committee members, PTA and STA officers, and legislators spoke on needs of urban schools.

This account has indicated significant outcomes of the work of the Seattle Schools Conditions Study Committee. Further results include: increased local and state political activity by teachers; closer cooperation with the black community in central area school concerns; PTA study of testing for and early diagnosis of learning difficulties; increased support and pressure for school board and administration efforts to solve school problems; backing for teacher demands in negotiations for improvement in program and teaching conditions.

While the Committee report has mustered strong support for education in Seattle in a number of ways, STA negotiations with the school district this summer, repeatedly ran into the blank wall of so few dollars to meet so many needs. The negotiations reemphasized the need to continue and expand the approach to community relations described here. The association seeks to reach the school's entire public with the story of school needs—before it is too late.

Obviously, the message of the schools must be retold to new constituencies. New channels must reach the people most directly concerned with public education—working class parents, the poor, the black community. They must also reach those who are concerned about the impact of education on the vitality of the community—the politicians and the businessmen of the central city, whose well-being is directly linked with the vigor of the community.

The Committee stressed the need to break down traditional isolations and put the schools into the mainstream of the day-to-day economic, social, and political life of the community; to marshall the resources of all the community's people and agencies—public and private—to build a better school system with a better city. •

OPINIONS DIFFER

Static in the Language Lab

LET'S TAKE ANOTHER LOOK

PHILIP D. SMITH, *professor, Foreign Language Department; coordinator, Center for Foreign Language Research and Services, West Chester (Pennsylvania) State College.*

• **In the early 1960's the "Audiolingual Revolution"** brought badly needed new vitality to foreign language instruction, dusting off a long-ignored commitment to teach people to understand and speak a second language.

Although objective evaluation of audiolingual skills was difficult, since use of the tape recorder was not yet widespread, by 1964 "audiolingual" had become *the* way, *the* truth, *the* establishment—basing its techniques and theoretical bases largely upon the experiences of linguists in governmental agencies involved in teaching second languages to highly motivated adults and on the tenets of behavioristic psychology.

Emphasis on the functional aspects of foreign languages led to the widespread adoption of the language laboratory, a standard school fixture by 1964, and the production of the *Modern Language Association Foreign Language Proficiency Tests for Teachers and Advanced Students*. Critics of the audiolingual approach were often regarded by the "Young Turks" as traditionalists, espousing an antiquated grammar-translation method, characterized by dull texts, penciled interlinear translations, and teachers who did not speak the language.

After the transition to the "new" approach, however, educators grew increasingly concerned about dull audiolingual materials, about frustrated students who attempted to catch the elusive spoken language by writing on skin or clothing, and about teachers whose classroom speaking range was restricted by the small amount of content presented.

At the same time, language learning theoreticians were seriously challenging basic assumptions of the audiolingual approach. The noted psycholinguist, John Carroll, pointed out in 1964 that the audiolingual approach was perhaps 15 years behind the thinking of

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WHAT ABOUT THE PENNSYLVANIA STUDIES?

EMMA M. BIRKMAIER, *professor, Foreign Language Education; and* **DALE L. LANGE,** *associate professor, Foreign Language Education, University of Minnesota, Minneapolis.*

• **Foreign language educators and public school administrators** have raised many questions about the studies conducted at the Foreign Language Education Center at West Chester State College, Pennsylvania. Although the design of the original experiment, the replication study, and the continuing study indicate a very careful attempt on the part of the investigators to satisfy the need for rigor in educational experimentation, this does not mean that the studies are not open to criticism; rather, it indicates that they are valid examples of educational research with questions concerning teaching and learning.

One of the most important results claimed for the Pennsylvania studies is the finding that language laboratories used twice weekly had no effect upon the learning of students taught by either a fundamental skills approach or by an approach involving grammar as well as fundamental skills. Furthermore, the students taught by the traditional method achieved as much in listening and speaking without the laboratory as the fundamental skills group achieved with it.

While on the surface these findings seem disturbing, it must be noted that some research indicates that the physical setup of the language laboratory and the types of equipment used are not as important in acquiring language skill as are the distribution of and the amount of time spent with the equipment. Since the fundamental skills groups used the laboratories for only two half-hour periods each week and the researchers made no attempt to test the effectiveness of other time schedules with these students, it is possible that the studies did not evaluate the full potential of using the language laboratory to practice speaking and comprehending a language. For example, perhaps in order to have a distinct effect upon achievement in

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ANOTHER LOOK . . .

psychologists. David Ausubel challenged the basic assumption that second language learning could be predicated upon native language acquisition and pointed out that inductive learning was simply not as efficient as deductive.

Pennsylvania enjoys a history of commitment to the improvement of foreign language instruction, mandating a four-year sequence in every school system, requiring that all newly certificated teachers achieve satisfactory scores on the language skills portions of the *MLA Proficiency Tests for Teachers and Advanced Students*, and encouraging the inauguration of audiolingual programs and language laboratory systems. Implicit in state leadership is responsibility for the evaluation of improvements advocated.

Accordingly, in 1965, the Pennsylvania State Department of Public Instruction in cooperation with the foreign language faculty of West Chester State College undertook a large-scale curriculum assessment to compare the "best" traditional-cognitive approach currently in use with foreign language instruction that employs the "best" possible audiolingual-functional approach. Financed by the U.S. Office of Education, the project compared the relative effectiveness of the two approaches as they exist in regular school situations rather than in demonstration classes or adult education situations.

A select group of nationally known foreign language educators established what the contrasting teaching strategies should be and chose the texts for the study. Teachers were trained in the assigned method, extensively tested, and observed during the months of the experiment.

Almost 2,200 students completed 25 before-and-after testing devices during the first year, and half of them continued the experiment through a second year. In addition, almost 700 students were involved in a replication of the first-year study that confirmed the initial findings. Procedures, materials, and testing remained essentially the same.

A consultant from the University of Maryland supervised the extensive statistical analyses. Some findings of the experiment are the following:

1. Students taught by the traditional method achieved significantly better scores than those taught by the audiolingual method on measures of grammar, vocabulary, and reading. No significant difference was evident on the *MLA Listening, Speaking, and Writing Tests*. Little advantage was found for "beefing up" an audiolingual approach with formal grammar summations.

2. Use of the audio-active or audio-active-record language laboratory systems twice a week for half a class period had no discernible effect on student achievement in either listening or speaking.

3. Teacher scores on the MLA tests did not correlate with student achievement scores.

Data from the third year of the experiment (based on 200 students who had been with the project from its beginning) indicated that students taught by the traditional-cognitive method achieved significantly higher in both listening and reading measures.

In sum, the study challenges the effectiveness of both the audiolingual teaching approach and the language laboratory as they are implemented in the typical secondary school situation in Pennsylvania. The study came out "wrong." The guys in the black hats are winning.

Certainly, the results are traumatic for many foreign language educators. In Pennsylvania, for example, they contradict earlier biases of the project staff itself. The tendency among most foreign language educators to date has been to dismiss the study as invalid, too loosely controlled, and too poorly designed. More objective professionals have commented that the study would be hailed as exemplary had the results but favored the audiolingual approach.

The results of the Pennsylvania study seem to have both empiric and research support. The experiences and comments of thousands of teachers have been incorporated in the recently released *Audio-Lingual Materials, Second Edition*. Entirely rewritten and redesigned, the "new" *A-LM* shocks purists and comforts conservatives with increased grammatical explanations *preceding* drill material; shortened prereading period (10 or 12 weeks to 2); increased reading, writing, and vocabulary—including once *verboten* English translations. So much more "traditional" appears in the revision that it caused one teacher, a recent NDEA participant, to burst out, "Why the new *A-LM* is not *A-LM!*"

Indeed, it is not, Virginia. The pendulum returns always to the middle. "Traditional" as defined in the Pennsylvania foreign language project was a cognitive 1964 approach, not 1924. Audiolingual, successful with analytical and motivated adults, lost a great deal in the transfer to secondary schools. The resultant synthesis now apparent in foreign languages is one that preserves the stress on the spoken as well as the written language but also recognizes that second language acquisition is more efficient and meaningful if the learner clearly recognizes his task and knows what he wants to communicate. •

Dr. Smith has taught Spanish and French to elementary and high school students.

the listening, speaking skills, it is necessary to have almost daily use of simple audio-active electromechanical equipment in the classroom or the use of a traditional audio-active-record laboratory in a flexibly scheduled program to provide the necessary spaced practice.

In this respect, the Pennsylvania studies have added nothing new to the already existing understanding of language laboratory use. Thus, before teachers and administrators criticize the language laboratory and suggest its elimination, they must put the Pennsylvania studies into perspective by analyzing the results of other research on this same topic by other foreign language specialists.

The Pennsylvania studies present an attempt to evaluate a "brand" of the audiolingual approach—fundamental skills—as compared to the traditional approach. The results indicate that the traditional approach is as effective as the fundamental skills approach for learning listening, speaking, and writing, and superior in some ways for learning reading. But this kind of broad comparative study does not evaluate the different strategies that define either of the two basic approaches. Even though the investigators assembled a group of experts to describe both approaches, these experts may not have succeeded in identifying and pointing out crucial characteristics that distinguish one approach from the other. For example, it may be that for teaching grammar the traditional approach and the fundamental skills approach *as established by the experts* did not reflect the significant differences that actually exist between the two approaches. If this is the case, the Pennsylvania studies can be criticized, as have similar broad, comparative studies, for not providing any understanding of particular classroom strategies in foreign language teaching, whether from a traditional or a modern point of view.

The study reports also relate results of the comparison of two "different" systems of audiolingual materials used with the fundamental skills classes. One system proved statistically superior to the other. Yet the interest of students in the materials, the enthusiasm of the teachers, the newness of one of the systems, or all three of these could have accounted for this difference.

When the researchers compared the achievement of students taught by the traditional and fundamental skills approaches, they found almost no significant differences. This fact indirectly suggests that, in spite of built-in controls, the differences between the materials used in the fundamental skills and traditional classes and the way in which the teachers used them may also have been nondistinct. The fact that the materials used in the fundamental skills classes did not present enough opportunities for students to improve their ability with either spoken or written language indicates that those materials are similar to the traditional materials that can be criticized for this same deficiency. Thus, the Pennsylvania studies indicate that the learning procedures and strategies as reflected in the materials used in both traditional and fundamental skills classes are not distinguishable, and this may be the reason for the lack of difference in students' scores—at least for the listening, speaking, and writing tests.

After examining the number of units "covered" by the classes using the traditional and fundamental skills approaches, the superior reading scores of students taught by the traditional method is predictable. Students taught by the fundamental skills method finished, on the average, 10 to 15 units, while those taught by the traditional method finished 28 to 30 units. The latter group, which was exposed to more vocabulary words, could not help but have superior test results in reading.

Although the difference in reading scores between the traditional and the fundamental skills groups is significant, it should be remembered that it is small in relation to the number of mean points of difference. This small spread may be offset by better vocabulary retention on the part of fundamental skills groups who learned less vocabulary than traditional groups but retained it better. While the Pennsylvania studies point out that size of vocabulary is directly related to success in reading skills, they perhaps indicate that groups trained with a fundamental skills method may have better vocabulary retention.

The investigators themselves have not suggested that we return to a traditional approach to language teaching or that we dismantle all language laboratories. Instead, they have suggested that we reevaluate the theoretical assumptions upon which language teaching is based. They also indicate that the "lockstep" use of the language laboratory does not meet the demands put upon it and that other uses of the laboratory in combination with different types of equipment may offer more distinct advantages. They also imply that they believe foreign language educators need to think critically about the use of the language laboratory and general learning strategies.

The Pennsylvania studies have not provided any new answers in regard to language teaching. They have mainly illustrated an inappropriate use of the language laboratory in teaching language skills and the inability of the profession to produce one set of teaching strategies that clearly contrast with another set. Furthermore, the studies have indicated the absolute necessity for closer evaluation of individual strategies, procedures, and techniques in the learning of foreign languages. In that light, the studies are not a threat, but an indication of some of the tasks that still remain ahead for the profession. •

Dr. Birkmaier has taught Russian and German at the University High School and German at the University Elementary School. Dr. Lange was department head of French and German at the University High School and taught German at the University Elementary School.

Educational Decision Making

WILLIAM L. PHARIS, JR., *executive secretary, Department of Elementary School Principals, a national affiliate of NEA;* **JOHN C. WALDEN,** *associate professor of educational administration, Auburn (Alabama) University; and* **LLOYD E. ROBISON,** *assistant professor of Foundations of Education, Auburn University.*

This is another in a series of JOURNAL *articles on SCHOOLS FOR THE 70's, a project of the NEA Center for the Study of Instruction. The project—like its predecessor, SCHOOLS FOR THE 60's—speaks for the profession on significant issues facing the educational community. This series will focus on the major problems confronting educators in the 70's and beyond.*

THE structure for educational decision making in the United States is being strained to the breaking point as it comes under attack from several different directions—from teachers, minority groups, students, and political activists of the right and the left. Rapid and sometimes violent currents of social change now precipitate ad hoc decisions throughout the entire process that will vitally affect the course of education not only in the 1970's, but well into the twenty-first century.

From all quarters, the general charge is that neither education nor those with legal authority to make decisions about it have responded to the needs of the plural societies within this country that education is expected to serve. People who traditionally have had little or no voice in decision making are unequivocally stating, "We will be included!" Some critics would modify and others would destroy the present structure as a prelude to creating a new framework. Even though a number of the statements made about the inflexibility and irrelevance of the current system are extreme, it is irrefutable that traditional decision making is inadequate for today's world. Obviously, many societal needs have not been met. It is also apparent that some groups have been entirely ignored in the decision-making process.

Unfortunately, neither questioning nor modifying nor even scrapping the present modes of decision making will guarantee the creation of better ones. By chopping at the Hydra-headed monster, one could even increase its devouring power. In order to produce a more workable solution in this really dangerous situation, school people and laymen alike must address themselves to some basic questions about the beast.

Essentially, this monster has two heads: (a) the legal system consisting of the formal governmental bodies and officials at federal, state, and local levels who exercise constitutional, statutory, and judicial authority in regard to education and (b) the extralegal network composed of those persons, groups, and organizations that are not part of the formal, legal structure but that do influence its decision-making process. The two are interdependent and constantly interactive. As one system is modified, so also is the other.

The Legal System

THIS section will concentrate on the state and local levels, although there is some danger, because of the total complexities involved, in focusing only on certain components of both legal and extralegal decision making. Before doing so, however, we will touch on a few of the more crucial aspects of the role of the federal government in order to place the discussion in its proper context.

Consider, for example, the kinds of basic questions Americans must come to grips with regarding society's needs. Which is needed most: More classrooms or a system of space stations circling Mars? More munitions or fewer children who are uneducable because of malnutrition in their formative years? Education appropriation bills must compete with other appropriation bills, and both the amount of federal aid and the manner in which it will be distributed are open to question. Moreover, these decisions impinge directly on the other levels.

One specific question is particularly relevant. Should the federal government concentrate its aid in the form of general grants or should it focus its assistance primarily on specific programs and projects?

Proponents of the general aid concept stress the argument that state and local authorities are in the best positions to determine the specific needs of local schools and school districts. Therefore, the general aid logic continues, the federal government should be encouraged to make general grants of funds and to permit local authorities to determine how these funds shall be expended. Proponents of specific aid programs maintain that such assistance will not destroy state and local authority. They argue that state and local officials can refuse federal aid if they so desire and,

moreover, there are options within any federal aid program which permit local officials to maintain the integrity of their own educational programs.

THE State. In legal theory, the fundamental authority for education is the state. More specifically, this authority is lodged in the state legislature, which has the primary responsibility and authority for determining educational policies and procedures for the people of its state. Except for specific limitations on the legislature's power that may be contained in its state constitution and the limitations imposed by the U.S. Constitution, the state legislature's authority is complete and absolute. One court has stated it this way:

"Essentially and intrinsically the schools in which are educated and trained the children who are to become the rulers of the commonwealth are matters of State, and not of local jurisdiction. In such matters, the State is the unit, and the Legislature the source of power."

It is therefore evident that regardless of customary grants of authority to state and local boards of education, as well as other bodies, in each state the state legislature possesses the ultimate authority for determining educational policies for the state. The legislature may determine the fundamental goals of the entire state educational system, the basic curriculum, the size of school districts, the authority of local school officials, how schools shall be financed, and a host of other issues. There is no real question, then, of what the state may do. The question is: What is the proper role of the state?

Theoretically, the state legislature may exercise so much power that local authorities would be mere puppets. Contrariwise, the state may limit its exercise of authority to determining broad educational policies and grant equally broad powers to other agencies and groups to implement these policies. The choice is in the hands of the state, or more specifically, in the hands of the representatives of the people—the state legislature. The state legislature can change the structure at any time. Historically, local boards of education have been granted rather broad authority for decisions at the local district level. The state legislature, however, has the power to rescind local authority at any time it is believed necessary. There are no inherent local rights in the operation of the schools which the state may not abrogate. It is equally true that the state could expand local authority in the operation of the schools.

Questions which must be raised regarding the exercise of state authority in educational decision making include these:

1. What educational decisions are so important to the state as a whole that the decisions should be made at the state level?
2. Should the state confine itself to establishing only the broad educational goals for the state's schools or should the state mandate specific goals?
3. Should the state department of education be cast primarily in the role of a consultative agency for local school districts or should the state department be granted more direct authority in the management of local school districts?
4. The cost of education continues to rise. State governments are being asked by educators to assume a greater proportion of the costs of education at local school district levels. What share of local educational expense should be borne directly by the state?

THE Local School District. At the local district level, the board of education has the ultimate authority and responsibility for making those decisions that the state permits it to make. Many school boards, realizing their responsibility as state agencies, have interpreted this responsibility to mean that only on a very limited basis could boards involve groups other than themselves in decision-making processes. Boards of education who subscribe to the point of view that board authority cannot be delegated are resistant to permitting teachers, or any other group, to make decisions that could be interpreted as policy decisions. Such a viewpoint rests upon a very narrow interpretation of the school board's legal responsibilities.

Boards of education may, in the absence of state statutes to the contrary, enter into both informal and formal agreements with other groups so that the latter are directly and legitimately involved in decisions. The school board must take the final, formal action to legalize a decision, but in determining the process by which decisions will be reached, the board may consult with other groups or even voluntarily enter into collective bargaining agreements with other groups. In no way does a board of education abrogate its statutory responsibility by providing a means that

enables other groups to have a voice in making decisions.

As an example, the school board, while retaining its ultimate authority to employ professional staff members, could utilize a procedure whereby the teachers in a particular school actually made the decisions. That is, teacher committees in each school could be granted the authority to recruit, interview, and recommend the election of professional personnel for each school. The school board, recognizing that selection of staff is a professional decision, could then ratify the teachers' selections. The board could and would retain its legal authority to veto the teachers' decision, but the latter would, in actuality, be the primary decision makers. Similarly, there are certain legitimate areas in which parents or representative groups of parents should be the primary decision makers.

In sum, the most important factor among a number of those affecting the legal structure for decision making will be the political decisions made by the American body politic during the 1970's. Professional educators will play a role in making those political decisions, and in so doing they must address themselves to fundamental questions regarding the formal decision-making process. Some of these questions are:

1. At what governmental levels should educational goals be determined?
2. At what levels should various decisions on curriculum, finance, instructional methodology, staff employment, and so forth be made?
3. What groups not now included in the formal structure should be included? What decisions shall they make?
4. Which groups possess the competence to make which decisions?

The Extralegal Structure

EXTRALEGAL influence always has been a part of the process through which American political decisions are made. This is true whether the influence comes from such formal groups as the Chamber of Commerce, the National Education Association, and the AFL-CIO or from such informal networks as that making up the civil rights movement, which has had such an impact during the 1960's. These factors will continue to be influential in educational policy making in the 1970's. Questions which educators must raise with regard to extralegal influence are:

1. How can the public interest be protected from the selfish interests of a few very powerful groups who may attempt to gain control of the decision-making process?
2. How can educators avoid overreacting to an aggressive group that momentarily is exerting great pressure?
3. How can the expertise, the competence, of all individuals and groups be utilized in the formal decision-making process?

The thrust of several groups is toward formal power positions. What positions, if any, and what decisions, if any, should they be awarded? The argument can be made that all groups are represented, at least to some degree, in the existing legal structure through elected representatives on school boards and legislative bodies. This cannot be pushed very far, however, for it is a fact that some groups are better represented than others. Therefore, how can the current outgroups be best represented so that they, too, can have a voice in the political process? (New groups will spring up around new interests from time to time, so there is no guarantee that a structure accommodating today's interests will serve tomorrow's.)

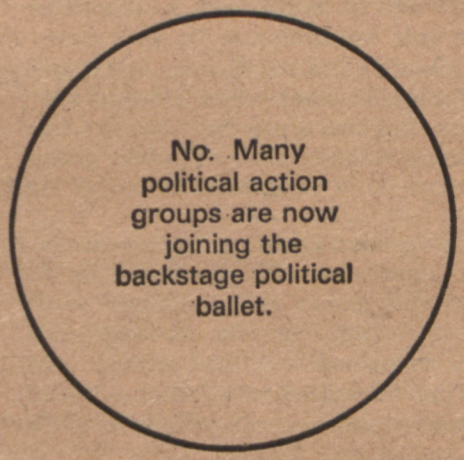
Besides those groups which have monopolized the headlines in their struggle to penetrate the decision-making structure, there is that large mass of citizens who are only partially represented by the names on the front pages. For lack of a better term, this huge group might be called the "general public" and their interests, the "public interest." As Herring observed in the midst of the crises of the Great Depression, the clash of competing interest groups does not necessarily guarantee that the public interest, even if it can be defined, will be protected. Therefore, while Americans struggle with the problems of admitting new groups into the decision-making process, they must also guard against sacrificing those interests which will best serve the nation as a whole.

Conclusions

ON the surface, it would appear that the structure for educational decision making in the 1970's will be similar to the present framework of federal, state, and local units of government, with formal and informal interest groups and individuals competing for positions of influence. While the structure's appearance will be familiar, its functioning will be different. The locus of societal decision-making authority, particularly on fiscal matters, will shift further away from local school district levels to state capitals and Washington, DC. There is no question, however, but that students, teachers, and minority groups will have a much greater voice in instructional decisions. New groups—and new coalitions of present groups—will form and press for acceptance of their demands. Groups which have only recently emerged as viable political forces will solidify their positions in the decision-making structure.

There is an old political axiom which holds in effect that as more groups compete for attention in decision making, consensus among various groups will decline, political conflict will increase, and decision-making authority will flow toward the centers of power. The axiom appears to be valid for educational decision making. As conflict continues to be frequent and heated, it will be less possible to contain it at local governmental levels and even, in some instances, within the states. More and more often, the state legislatures or the Congress must make the ultimate decision, and this trend can be expected to continue.

Some modifications in the decision-making structure have already been made; more changes will occur. Whether future changes will take place principally as a result of rational thinking and behavior or largely as a result of irrational thought and action is yet to be revealed. •



PATRICIA L. GLADSON, *vice-chairman, NEA Committee on Citizenship; sixth grade teacher, Walnut Grove School, Ferguson-Florissant (Missouri) School District.*

• **An odd-numbered autumn is a dulcet time. You may** rake leaves on a Saturday without becoming captive to a neighbor carrying political handbills. You may park your car at the football game without having a sticker plastered on your uncomplaining bumper. You may settle in front of the television on a nippy evening and escape to your favorite network without the interruption of paid political announcements.

You're in an off year—and, peace, it's wonderful. Or is it?

In an odd-numbered autumn, the political pros are painting in the scenery for a year hence. Incumbents and hopefuls shuffle for position in political parties at the local, state, and national levels. Hundreds of groups representing special interests, the potential backers of 1970's candidates, take part in the backstage political ballet. By the time spring comes, however, the roles will be set, the lines formed, and all the wondrous spectacle of the democratic process will burst upon the public like a well-rehearsed audience participation show.

In previous off years and in election years too, spokesmen for the education profession have often been, unhappily and unwillingly, spectators. At the national level, by legal necessity their work with senators and congressmen has been confined to lobbying on Capitol Hill. NEA lobbyists provide information, write bills and promote their introduction, testify at countless committee hearings, act as valuable resource persons for friendly legislators, and in general provide a well-informed, well-respected voice for children and schools in the halls of Congress. State lobbyists do the same on the state level.

The lobbyist, however, must deal with whatever lawmakers the voters have served up, and it should be noted that by the time the average voter participates in the election process, his choice of candidates has already been limited.

For a number of years, NEA has urged in its resolutions that political rights for teachers include "organizing political action groups." Nearly half of the state education associations and hundreds of local associations have done just that, joining the backstage political ballet at state and local levels. Without jeopardizing their tax status and without violating Corrupt Practices Acts, members of these state and local associations have formed unincorporated political action committees, or arms, separate from the professional associations.

These committees, which go by various names and sets of initials, do those things that the associations cannot legally do. They solicit contributions for the campaign funds of candidates who are committed to education and whose election will make a difference in the chances for passing legislation favorable to schools. In places where these committees exist, more and more education-minded candidates are getting elected, and the education lobby has an easier time.

The NEA Board of Directors, at its June meeting, discussed the need for developing guidelines for local and state political action committees. Although these guidelines are not yet available, the NEA Citizenship Committee has materials which are helpful in developing the philosophy for political action committees and the necessary political expertise.

Even if a state or local doesn't have a special political action committee, politically oriented teachers, working through their association's citizenship committee, can prepare in an off year for the coming round of elections. When an association doesn't have

See Resolution C-41, The Educator as a Citizen, on page 72 of this issue of the JOURNAL.

a citizenship committee, politically oriented members may want to give consideration to establishing one.

Here are some tips and tasks for such a committee in an off year. One rule in politics is *do your homework*. Information about voters, candidates, and issues can be your most valuable asset when election year rolls around. Many politicians state that teachers can conduct political research better than any other group of people, and much of a campaign is based on research.

You should be finding out all you can about prospective candidates and incumbents who plan to run for reelection and about what issues are considered most important by voters. This can be accomplished through interviews, questionnaires, and attitude surveys. Your findings can be publicized without editorial comment, letting views and records stand on their own.

Try to involve each teacher in the precinct where he lives. This is one way to penetrate the party structure, for as long as we have political parties, the inside workers will have the greatest voice in determining policy, issues, and candidates.

You can also start a comprehensive card file. Begin with association members and eventually expand the file to include all voters, precinct by precinct. A good card file should include data on each voter's stand on candidates and issues in the previous election. Color-tabbing of cards is a good idea. For example, all registered Democrats could be identified by white tabs, registered Republicans by green ones, Democrats who have not registered by yellow tabs, etc. Color-tabbing may also show other factors about voters germane to an election (age, sex, number of children, ethnic background, religious affiliation, economic status). The file could also include the results of voter-attitude surveys and information about the development of any new political trend.

Questionnaires and interviews are two main tools for determining candidates' stands. Some basic rules for interviewing a candidate have been worked out by teacher groups. They are as follows: (a) choose interviewers who understand the goals of the association; (b) hold training sessions for interviewers; (c) devise no more than four central questions on pertinent issues to ask a candidate; and (d) let the candidate, prospective or avowed, know that members of the association will meet with him at his convenience. After the interview, the team should give an account of the interview and the association should prepare and, after giving the candidate a chance to see what has been said about him, publish a report.

A three-man interviewing team has been used successfully by many associations. Each member of the team has a specific function, thoroughly delineated, with no overlapping of roles.

The leader, or team captain, sets the tone of the interview. He is a nice-guy type who establishes rapport with the candidate. He must be friendly and courteous and should never show hostility. The leader asks the questions in his own words, as objectively as possible. If necessary, he interprets a question —again objectively—and supplies background information for the interviewee.

The listener, or reporter, greets the candidate and then says nothing else. He tries to spot the candidate's "hidden agenda" and to commit as much of the interview to memory as possible. *He does not take notes.* Nothing inhibits free discussion more than a pencil and note pad in someone's hands.

The "track man" has a big job or a small one, depending on how the conversation goes. If the interview gets off the track, he can courteously interrupt with phrases like "You said a moment ago that . . ." or "Did you mean . . .?" or "I think Mr. Leader meant to ask if. . . ." However, he should not stifle informative discussion even though the interviewee has gone off on a tangent.

Politicians themselves have given teachers some tips on what *not* to do when interviewing candidates. Here are some of them:

1. Don't argue with the candidate.
2. Don't prolong the interview.
3. Don't do all the talking.
4. Don't let the candidate interview you.
5. Don't attempt to exact rash promises.
6. Don't comment on answers.
7. Don't commit yourself or your association to support a candidate at the time of the interview, even though you feel sure in your own mind that the interviewee is the best candidate. (This step comes later.)

It is only when you begin endorsing and supporting specific candidates, perhaps collecting and disbursing money, that a *separate* political action committee is needed. The new group may be in the form of an ad hoc committee for a specific candidate, perhaps a friendly incumbent. If neither the incumbent nor one of the other announced candidates is, in the view of the group, worthy of support, an ad hoc committee could be formed to beat the bushes for a potential candidate. If several candidates in several races are worthy of support, perhaps several ad hoc committees will be functioning under the umbrella of the political action committee.

In every case, the candidate should be contacted so he can determine what your committee's role in the campaign will be. Also, find out what other groups and individuals will be supporting him. Then meet with them to decide exactly what phases of the campaign each will cover. In this manner, each man-hour and every hard dollar of campaign money will be used as efficiently as possible. As you see, all this calls for hard work from many committees and much coordinating with cooperating groups.

By the time you are burning your leaves and enjoying those last days of Indian summer, the machinery is in motion. Start now and when the frost is on the pumpkin in 1970, begin painting the 1972 political scenery. That's the way it's done. •

AN EXPERIMENT IN COOPERATION

"Interaction Briefs," designed to familiarize teachers with sensitivity training techniques, are prepared by the NTL Institute for Applied Behavioral Science, an autonomous organization associated with NEA.

The Briefs are designed for use by a wide range of ages and in a variety of school situations. Teachers may often find that the best way to prepare to use the Brief is to go through the exercise with other teachers.

This brief is an adaptation of an exercise included in Handbook of Staff Development and Human Relations Training: Materials Developed for Use in Africa *by D. Nylen, J. R. Mitchell, and A. Stout.*

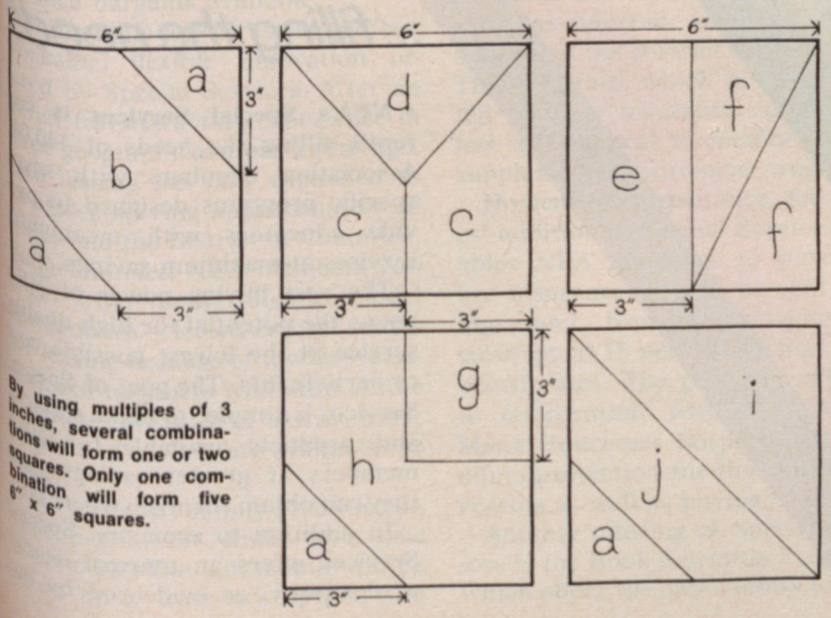
• **Team learning is a powerful learning** device that is often neglected because many students know cooperation only as cheating. Joint problem solving requires legitimate giving and receiving of help. This month's Brief will have been effective if the members of the class become more sensitive to how their behavior may help or hinder joint problem solving.

The Cooperation Squares game, described below, can be played by students in the upper elementary grades or above. It takes about 45 minutes.

Before class, prepare a set of squares and an instruction sheet for each five students. A set consists of five envelopes containing pieces of stiff paper cut into patterns that will form five 6" x 6" squares, as shown in the diagram. Several individual combinations will be possible but only one total combination. Cut each square into the parts *a* through *j* and lightly pencil in the letters. Then mark the envelopes *A* through *E* and distribute the pieces thus: Envelope *A*, pieces *i, h, e; B*, pieces *a, a, a, c; C*, pieces *a, j; D*, pieces *d, f;* and *E*, pieces *g, b, f, c.*

Erase the small letters from the pieces and write instead the envelope letters *A* through *E*, so that the pieces can be easily returned for reuse.

Divide the class into groups of five and seat each group at a table equipped with a set of envelopes and an instruction sheet. Ask that the envelopes be opened only on signal.



By using multiples of 3 inches, several combinations will form one or two squares. Only one combination will form five 6" x 6" squares.

Begin the exercise by asking what *cooperation* means. List on the board the behaviors required in cooperation. For example: Everyone has to understand the problem. Everyone needs to believe that he can help. Instructions have to be clear. Everyone needs to think of the other person as well as himself.

Describe the experiment as a puzzle that requires cooperation. Read the instructions aloud, point out that each table has a reference copy of them, then give the signal to open the envelopes.

The instructions are as follows: Each person should have an envelope containing pieces for forming squares. At the signal, the task of the group is to form five squares of equal size. The task is not completed until everyone has before him a perfect square and all the squares are of the same size.

These are the rules: No member may speak. No member may ask for a card or in any way signal that he wants one. Members may give cards to others.

When all or most of the groups have finished, call time and discuss the experience. Ask such questions as: How did you feel when someone held a piece and did not see the solution? What was your reaction when someone finished his square and then sat back without seeing whether his solution prevented others from solving the problem? What were your feelings if you finished your square and then began to realize that you would have to break it up and give away a piece? How did you feel about the person who was slow at seeing the solution? If you were that person, how did you feel? Was there a climate that helped or hindered?

If students have helped to monitor, they may have observations to share.

In summarizing the discussion, the teacher may wish to review behaviors listed at the beginning. He may also want to ask whether the game relates to the way the class works from day to day. •

LIFE INSURANCE

AD&D INSURANCE

AUTO LEASING

MUTUAL FUND

TAX-DEFERRED ANNUITY

HOMEOWNERS INSURANCE

BOOK PROGRAM

NEA SPECIAL SERVICES

...filling the needs

• **NEA's Special Services is cur**rently filling the needs of 140,000 Association members with seven specific programs designed to provide educators with meaningful services at maximum savings.

The vast buying power of NEA opens the potential for high quality service at the lowest possible cost to participants. The goal of Special Services is simple: to make services and products available for NEA members at greater savings than they can obtain them anywhere else.

In addition to economy, Special Services offers an unusual degree of flexibility, as evidenced by the

three separate insurance programs developed by the Prudential Life Insurance Company of America, to meet the varying needs and objectives of NEA members.

The Basic Plan, for example, with its $5,000 coverage, may be perfect for the single teacher, but falls short of the requirements for those who are married. The married teacher may look to the $12,000 plan for his coverage needs or to the larger $21,500 Complete Package Program, which includes coverage for accidental death and disability.

The philosophy of personal flexibility has been woven into all programs NEA offers its members. Perhaps nowhere is this more evident than in the area of travel. Traditionally, the experience of travel has widened the horizon of many a teacher and many a classroom activity. In the most ordinary summer, you can meet NEA members almost anywhere in the world. The increasing popularity of educational travel has led to the establishment of Special Services' Accidental Death & Dismemberment Insurance. Now members may have all-family protection, around the clock, around the world, with up to $100,000 coverage for only $19 a year. The minimal cost involved has to qualify this as one of the best insurance bargains available.

Automobile leasing is yet another workable, flexible innovation offered by Special Services. After an initial test-marketing experience in three geographical areas a year ago, auto leasing has now expanded to 12 offices serving approximately 30 states and the District of Columbia. Budget-minded NEA members can select from many different model automobiles selected as best values for leasing because of low depreciation. For members who want all the gleaming, dreamed-of extras, other makes and models are available for lease.

For a deposit of only $100 you can slide behind the wheel of a new automobile. The automobile can be yours on a lease-buy option, you can trade it in after two years and lease a new model, or you can lease the same automobile for a third year at a reduced rate.

According to Newell Blair, president of Teachers Services Corporation, the major benefits which the leasing program offers include the convenience of being able to order a car without lengthy and frustrating shopping trips or a tie-up of credit, the ability to make one payment a month that covers the cost of the automobile and its insurance, and the moderate payment schedule for the life of the lease. For more than 2,000 NEA members, Special Services has made ordering a new automobile as easy as ordering from a catalog.

Major companies herald this as the age of investment, but today's educators often find themselves so busy coping with the burgeoning problems of keeping ahead of educational trends that they have little time left to investigate investment possibilities. NEA comes to its members' aid with the NEA Mutual Fund, which enables teachers to invest as little as $25 per month. The nationally recognized investment adviser, Templeton, Dobbrow, and Vance looks after your investment while you look after your career.

Special Services also makes available tax-deferred annuities in 41 states and the District of Columbia. This program, which is underwritten by four insurance companies, has wide appeal to members as a supplemental retirement program.

Homeowners Insurance, the newest addition to Special Services, enables NEA members to purchase fire insurance at a 20 percent savings and broader homeowners' coverage at 15 percent savings over board rates. The program, offered in cooperation with the Horace Mann Educators Corporation, also offers protection for those who are renting as well as buying.

Another offering of Special Services is the Book Selection Program, which offers the opportunity to purchase popular books from commercial publishers at considerable savings.

In outlining the present services, Arnold W. Wolpert, director of Special Services, states, "It's our intent to constantly improve the existing programs and to add suitable new ones whenever a quality program can be offered at price advantage to members."

This attitude has already begun to pay dividends to members. From October 1 through November 15, for example, Special Services and the Prudential Insurance Company of America will offer a unique "Open Enrollment" program for the basic insurance program. During this time period, anyone meeting membership requirements, who is presently capable of performing the duties of his profession and who has not been absent because of illness for more than four weeks during the preceding two years, is eligible for enrollment without further proof of insurability. Each member who does not already participate will receive a letter from the NEA inviting him to join the program and receive three months of $5,000 coverage for $1 if under 30 and $2 if over 30.

Although Special Services, as a separate division, is only three years old, its desire to serve NEA educators with special services of an economic nature has already taken it into many areas. The fundamental principle guiding all its operations is the premise that "NEA will not sponsor any service for members unless it can be provided at the lowest cost consistent with high quality."

The benefits are real and are available to all persons who belong to NEA and, if eligible, to state and local education associations. Most benefits may be continued into retirement or after leaving the profession, as long as some form of membership in the National Education Association and, if available, the state and local associations, is retained. •

The Benevolent Dictator in The Inner-City Schools

◆*The* JOURNAL *invites reactions—pro or con—to Mr. Ruth's approach to classroom discipline.*

• **Several years ago, a Harlem fourth grade class** forced its teacher to "retire" around the middle of October. During the next two months, a procession of substitutes dubbed it a "garbage class." (In the inner-city teacher's lexicon, this term is used for a class composed of disciplinary problems, emotionally disturbed children, and hopelessly below-grade-level students.) At the end of December, the class gained a full-time teacher who remained for the rest of the year.

In June, one of the substitutes returned for a day and was amazed to find that the class was functioning with self-discipline and inner controls and progressing academically. Startled by the change, she asked the teacher how it had been accomplished. He answered that the class was operating under a "benevolent dictatorship."

The concept of benevolent dictatorship is one that I believe most teachers would accept. It operates on the assumption that a fairly positive and forceful attitude toward classroom discipline will allow, in the long run, greater opportunity for meaningful teaching. This concept may be especially pertinent to the inner-city teacher who should not hesitate to be a benevolent dictator with a "will to rule." In fact, the teacher of inner-city students may be doomed if he begins by trying to establish a "miniature democracy" in his classroom. Instead, he should attempt to develop a democratic atmosphere slowly throughout the year.

A "benevolent dictator" must first understand the concerns of inner-city children and then attempt to develop rules and procedures to help them overcome those qualities that hinder their development of self-discipline and academic excellence.

Research and studies show that in general scholastic failure, truancy, and discipline problems characterize inner-city children. The teacher must understand the reasons for these problems or he may be grossly unfair to the children and do them more damage than good. A majority of these children come from home environments that offer few educational stimuli. Usually their families don't engage in the types of discussions that awaken children's interest in learning. Also, many inner-city parents have low educational aspirations for their children and provide little or no reading material for them. A home environment of this kind does not adequately prepare children to enter the school situation, as it exists today, and to produce what the school demands. Failure is almost inevitable, since school experiences are negatively rather than positively reinforced.

Conflicts arise when the inner-city child clashes with the school—a middle-class institution geared to serve the middle-class child. A school policy of no running in the halls provides a good example of this kind of conflict. Whereas such a rule presents only minor problems to the middle-class child, who is basically accustomed to a consistently controlled world, it presents a highly frustrating situation to the inner-city child, who is generally used to a chaotic world.

These children often come from crowded homes where there is much bickering and threatening and little space or time for private thoughts and actions; consequently, they must have a classroom that compensates for home deficiencies and lets them feel a part of an ordered world.

The inner-city child has so little privacy and so little to call his own that it is almost natural for him to fight over his coat hook or his special place in line. When this happens, the teacher must move quickly and firmly and not hesitate to separate the battlers with physical force. However, he should not use physical force to punish those involved.

The teacher must make clear that he won't tolerate fighting. At the same time, he must be careful not to belittle the combatants and cause them to lose status in front of the class, for such tactics increase the frustration of the children and cause them to lose respect for the teacher.

If a teacher truly understands and accepts the dilemmas of the inner-city child in the school, he is likely to formulate only a few basic rules, which he will define clearly and will enforce firmly, fairly, and

Mr. Ruth has been a public school teacher and principal.

EUGENE D. RUTH, JR., *doctoral candidate, Teachers College, Columbia University, New York City.*

consistently. Since the inner-city child is oriented to the present and the concrete, the teacher should establish a few flexible rules to meet most disciplinary situations, e.g., the procedures for entering and leaving the classroom and for getting the teacher's attention. As an experienced inner-city teacher, I believe that discipline is the teacher's ability to achieve respect and attention when he deserves it. This belief rests upon the principles of fairness and consistency.

During the first week or two of teaching in an inner-city school, I concentrate on establishing simple routines, such as the procedure for walking downstairs. I line up the children, and after appointing two line leaders and explaining to the entire class the school's rules about walking and speaking softly in the halls, I have them practice walking up and down the stairs. Each time the group is allowed to move only when quiet and orderly. I set up other routine procedures in the same systematic way. Once established, these seemingly insignificant procedures elicit consistent responses from the students and save valuable time and energy for teaching and learning.

An integral part of establishing and maintaining order in the classroom is disciplinary action for those who break the rules. The teacher should invoke concrete punishments—isolation from the class, loss of personal property (e.g., a toy pistol), or withdrawal of such privileges as recess or freedom to leave the class for the rest room without asking permission.

An inner-city teacher must also be concerned with developing each child's ego or self-image. If he is able to do this, the child will begin to believe in his capacity to be successful in school and his self-discipline will almost certainly improve. A teacher can help build a child's self-esteem by planning activities that are within the child's ability, by consistently accentuating the positive aspects of what each child is doing, and by overlooking certain behavior (such as using swear words) contradictory to middle-class mores.

Minimizing frustration in the classroom is one way to strengthen a child's ego. The teacher should give clear explanations and avoid vague generalizations. For example, he should establish rules in such a way that each child understands exactly what is expected of him. It is better for the teacher to say, "Only one child may use the pencil sharpener at a time," instead of, "It might be best to use the pencil sharpener one at a time." If the rule is stated clearly, anyone who breaks it will know exactly why he's told to wait his turn; whereas, if the reverse is true, he doesn't understand and becomes frustrated when corrected.

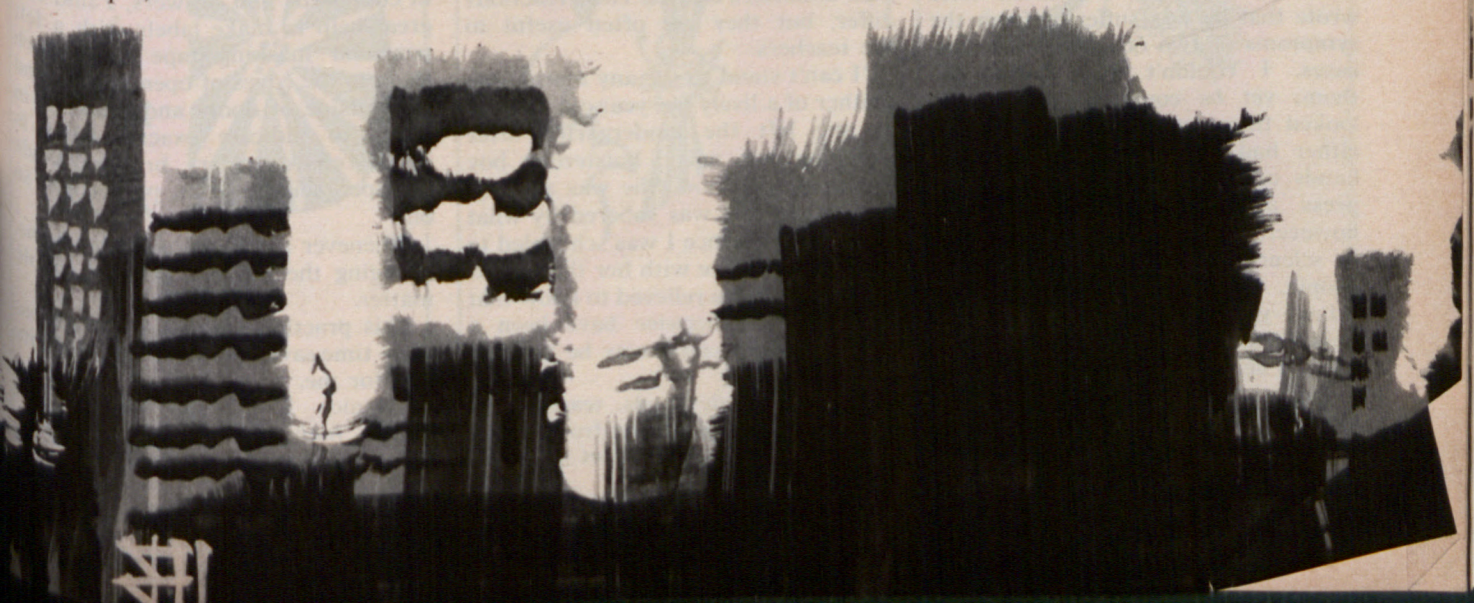
Probably the most important way to minimize frustration, however, is to individualize specific curriculum areas. If a student reads at a third grade level, the teacher must teach at that level. Many of these children have failed so much in the past that a teacher's demand for competence in work above their level is frustrating and leads only to more failure. Precise diagnosing of each child is a must to avoid more failures and raise self-esteem.

Another major way to promote positive ego development, and thus better classroom control, is to provide students with a variety of outlets for physical and mental activity. The teacher should become a primary source of pleasure in the class and structure significant activities which make learning pleasurable.

One way I accomplish this is by teaching in the out-of-doors as much as possible. Sometimes I take my class outdoors to read or engage in a science "treasure hunt." It is amazing what a few trees or a bright blue sky can do for the students' morale—and the teacher's.

Other effective ways I have found to develop students' self-esteem is to pay friendly visits to their homes or to take them on Saturday and after-school trips. By engaging in these activities, I am able to establish a rapport with the children; they come to trust and respect me as a person who truly cares about them. At the same time the teacher who engages in activities such as these must guard against directing his efforts toward being a "good guy"; he must remember that his primary purpose is to provide the children with a feeling of security and an opportunity to grow.

Ultimately, however, an inner-city teacher's success is based upon many more things than a benevolent dictatorship, consistent action, establishment of a few rules, and positive ego development. Children respond to a teacher's personal qualities, his directness, and his enthusiasm. A teacher who is consistent and who respects his students is, in the final analysis, a successful teacher of inner-city children. •



IDEA EXCHANGE

TODAY'S EDUCATION *will pay $5 for each item used in "Idea Exchange" that has been prepared and submitted by an NEA member and that has not been published previously in a periodical having state or national distribution. (Please include your home address as well as your school, position, and ZIP Code.)*

A Deeper Understanding

In getting to know more about my students, I have been greatly helped by two 4" x 6" index cards. As soon as schedules are finalized, I give each student two cards and directions for filling them out. I ask each student to put his daily schedule on the first card, because a student's selection of courses tells me a lot about him.

While the schedule card is revealing, the second card is more important. I assure my students that I will keep confidential what they write on *this* card. I ask for the following information: name, address, name of persons with whom student lives, religion of student, hobbies, interests or aspirations, and any illness or physical weakness that the teacher should know about.

Though much of the information gives interesting insights, the last two items have been the most enlightening. Almost every year, many of my students bare their souls in telling of their far-out interests and aspirations. Almost every year, also, students give information that they have not given the office. For example, it isn't unusual to learn about two or three cases of diabetes, epilepsy, and so on.

Students often write strange and funny comments that are clues to more important behavior and situations. For instance, a student once wrote that he was suffering from the symptoms of two obscure jungle diseases. I couldn't even pronounce them; yet *he* could spell them. (I looked them up.) I suspected that I either had a medical genius on my hands or a fellow who loved to impress people. He was the latter; however, he is in college majoring in science now, and still impressing people.

Last year, under "Physical Weakness," one boy wrote, "I shake a lot. I'm not nervous, just shake a lot." The second time I conferred with him, I learned that he had plenty to make him shake a lot. I did not solve his problems, but the statement he had written on that card led to my understanding them. And I let him pour out his heart in his themes, whenever he felt he must, without having to read them aloud.

—Estelle Barnes, *teacher of tenth grade English, Seneca High School, Louisville, Kentucky.*

Useful Card Ring

In teaching typing I use an open-and-close ring on which I have placed about 20 three-by-five cards. Printed on these cards are various paper combinations (one full, one half sheet; one full sheet, one postal card; two half sheets; etc.) that my pupils may need, depending on the day's assignment.

The ring of cards hangs near my paper table, and before class I flip to the forefront the card with the proper combination.

You would be surprised at how quickly the students read the card, pick up their paper, and get in their seats.

—Melvin Van Ochten, *typing teacher, North School, Saginaw, Michigan.*

Toward Honest Conferences

How straightforward are teachers in their conferences with parents? Often during a conference, for fear of seeming harsh, the teacher will skirt important issues and soft-pedal problems that he had intended to discuss with candor.

At Lynnwood, we have found that our annual American Education Week [November 9-15, 1969] open house helps prepare the way for more honest conferences. We invite parents to come in and see the class at work on any of five days during that week. Those who come can see much of what goes on in their children's classes. Their reactions differ, but they are often useful to the teachers.

"I can't stand to see any more," one mother of a lively five-year-old told me as she left the kindergarten after watching her noisy, boisterous boy during play period. She was smiling, but I knew she was sobered by what she had seen. Since I was scheduled to have a conference with her the following month, I was relieved to know that what might otherwise have been a touchy subject could now be handled easily.

At other grade levels, teachers report that parents benefit from seeing how their children interact with the group and from learning what specific subjects the class is covering. They also gain a new respect for the job of the teacher.

—Shirley M. Kiepper, *kindergarten teacher, Lynnwood Elementary School, Guilderland, New York.*

Basket Exchange

We use plastic clothes baskets for delivery and return of audiovisual materials throughout the district—two baskets per school.

The courier delivers one basket filled with requested materials and picks up the other, which contains materials the teachers wish to return and forms they have filled out requesting more materials.

Three times a week the courier stops at each school and exchanges the baskets.

—Janet Hoeting, *media specialist-librarian, Unified School District No. 223, Hanover, Kansas.*

Clothespin Number Game

Use a felt pen to number some clothespins from one to one hundred and put them in a box. Pass out three or four to each child at random until you have distributed all the clothespins.

Next, have a "caller" call out the numbers in sequence. The child with the matching clothespin rushes up and throws it into the box. The first child to get rid of his pins wins the game, but we continue until we reach one hundred.

This way of teaching the number line is effective and makes it easy for me to detect those children who confuse 51 with 15, 17 with 71, 36 with 63, and so forth.

—Christine Woyke, *first grade teacher, Oakview Elementary School, Silver Spring, Maryland.*

Where Are They?

As an art teacher with many different items to store on shelves and in cupboards and drawers, I find it a great help to make labels with a felt pen and masking tape and attach them to the edges of open shelves and the outside of doors and drawers, in order to indicate exactly what is inside: chalks, rulers, brushes, kinds of paper, scissors, glue, paints, and so on.

Whenever I need to rearrange items, changing the tapes is quite a simple matter.

This practice has proved a tremendous time-saver both for my students and for me.

—Janice L. Larson, *junior and senior high art teacher, Chariton (Iowa) Community Schools.*

HEADACHES

SEYMOUR DIAMOND, M.D., *executive secretary and program chairman, American Association for the Study of Headache, Chicago; associate, neurology and psychiatry, Chicago Medical School; director, Mount Sinai Headache Clinic.*

Last school year, TODAY'S EDUCATION *featured several articles on health, such as "A Heart-to-Heart Talk," November 1968; "What Do You Mean 'Tired'?" February 1969; and "Exercise for Physical Fitness," April 1969. The following article on headaches is the second in this year's series.*

• **It is estimated that Americans** spend $400 million on headache remedies each year and that 7 in 10 adults use pain-killers for headaches at least once a month. Nevertheless, the common headache has remained an enigma until now. As the late Harold G. Wolff, M.D., one of the leading researchers in this area, stated in his famous book on headaches, "Headache as a subject for investigation has fared badly through being divided among 'specialists.'" And it was only 10 years ago that scientists formed the American Association for the Study of Headache, an organization dedicated to research into the treatment of this all-too-common affliction.

The typical history of a headache sufferer shows that his treatment has been superficial, and a correlated investigation of his problem has been neglected. He may have

been shifted from specialist to specialist and subjected to numerous diagnostic procedures, some of which may have been meaningless to his particular problem.

Since so many Americans are headache sufferers, understanding of this subject is important. Headache is not a disease, but a symptom caused by something else. Headache is usually classified into three categories: (a) the vascular headache, (b) the muscle-contraction or tension headache, and (c) the traction and inflammatory headache.

Vascular headache is caused by an increase in the size of the arteries of the tissues surrounding the brain. The most common of the vascular headaches is migraine.

Generally speaking, migraine is hereditary and more common in women than in men. (Taking birth-control pills seems to increase the number and severity of such headaches in many women who are migraine-prone.) These headaches often first occur in early childhood and adolescence and tend to disappear by middle age. The behavior of the migraine patient is often predictable: He is a perfectionist, a compulsive type of individual who may keep records of his attacks, their symptoms and severity, and the medications used to relieve them.

Before the onset of a migraine, the patient often has warning symptoms. He may have blind spots or see flashes of light or bright stars. These early symptoms are important, because it is during this warning period that the patient may take medication to abort the attack. However, without medication, the patient develops the severe, pulsating, one-sided headache, or hemi-crania, so characteristic of migraine. The headache may last from several hours to several days and may be accompanied by severe nausea and vomiting.

Recently, a substance in certain foods known as tyramine has been implicated as a precipitator of migraine in certain susceptible individuals. Tyramine is present in chocolate and in cheeses, pickled herring, wine, and various other products of fermentation processes.

In the early phase of migraine, the use of drugs, such as certain ergotrate preparations, will prevent the attacks. Other drugs, such as certain of the trycyclic compounds, can usually lessen the severity and number of attacks.

Another type of vascular headache is cluster headache. A most severe headache, similar to migraine, it occurs in the young, executive-type male. Cluster headache occurs periodically each day for about a month or two, and the attacks are more common in the spring and fall. The sufferer usually has accompanying symptoms—weeping of one eye, constriction of one pupil, flushing on one side of the face.

A high fever can cause a vascular-type headache, as can hypertension or blood pressure when it is markedly elevated. Certain drugs and noxious substances can also cause vascular headaches. Persons in the munitions industry who are exposed to nitrates may develop this kind of headache, as do some people who take nitrates, such as nitroglycerin, for heart disease. Carbon monoxide and alcohol can cause a vascular headache; the "morning after" headache of the person who has imbibed too much is a vascular headache.

By far the most common of all headaches is the muscle-contraction or tension headache. Ninety percent of all headaches treated by physicians belong to this group.

Someone suffering from tension headache often can find relief by telling his physician his methods of dealing with stress and by speaking frankly about his work problems, family problems, or sex problems. Taking simple analgesics may also provide relief.

In 1964, I described a type of tension headache known as the depressive headache. Bizarre and capricious, these headaches have no definite pattern and are generalized throughout the entire head. They occur almost daily and are severest in the morning. The sufferer complains that the headache is with him all the time, and he may have accompanying sleep disturbances, such as awakening early in the morning or frequently during the night. He may have other somatic symptoms and a general feeling of fatigue.

The tricyclic antidepressant drugs have done wonders in treating the depressive headache, which, in my opinion, is the type of headache that plagues most sufferers.

The third category of headache is the traction and inflammatory type, which is caused by inflammation of the brain or its surrounding tissue or organs. Whereas vascular and tension headaches may not be caused by organic changes in the brain and its surrounding structures, traction and inflammatory headache is definitely associated with disease. The cause may range from a disturbance of the mandibular joint, an infected tooth, or a sinus disorder to severe conditions, such as hemorrhage, abscess, or tumor of the brain.

Another frequent cause may be arteritis (inflammation of a blood vessel). One form known as temporal arteritis ultimately causes blindness, and therefore it is important that it be detected early. Glaucoma can also be a cause of severe headache.

Eyestrain is a far more common cause of headache than is usually realized. An uncorrected refractive error of the eyes may cause a headache. Other headaches may result from improper lighting, holding reading material too close to the eyes (14 to 17 inches from the eyes is a proper distance), or overstaring at reading material. Since overconcentration on reading material can cause eye fatigue and secondary headache, readers should glance up at not too infrequent intervals.

It is well to remember that anyone suffering from persistent and severe headaches should seek the aid of his physician. Self-dosing for a prolonged period may further complicate the problem. A complete physical examination, neurological examination, and headache evaluation may be needed. Many a headache sufferer has been helped greatly once a physician has discovered the cause of the headaches and instituted the correct treatment. •

NEW NEA PUBLICATIONS

This listing is prepared monthly to keep members informed of the newest professional books, pamphlets, and audiovisual materials published by the NEA and affiliated national organizations.

Administration of Continuing Education: A Guide for Administrators (#1). Basic resource on adult education. Contains an in-depth exploration of current and emerging thoughts and practices. 448 pp. Cloth, $8, Stock No. 758-01058; paper, $6. Stock No. 758-01060. National Association for Public School Adult Education.

American History Booklist for High Schools: A Selection for Supplementary Reading (#2). Bulletin No. 42. Graded for various learning levels and categorized according to fiction, nonfiction, and original source material. 224 pp. $2.50. Stock No. 498-15238. National Council for the Social Studies.

The College Student: Characteristics and Problems (#3). Spring 1969 issue of *Journal* of NAWDC. Discusses different approaches to current concerns on campus from a variety of angles. 48 pp. $1.25. Stock No. 596-17120. National Association of Women Deans and Counselors.

A Curriculum for Children (#4). Composed of papers presented at the 1968 conference sponsored by the Elementary Education Advisory Council of ASCD. 141 pp. $2.75. Stock No. 611-11790. Association for Supervision and Curriculum Development.

Designs for Progress in Science Education (#5). Looks toward the future while considering the problems of the present, including the integration of new instructional programs in the science class and the forces and pressures on individuals and education. 105 pp. Cloth, $5. Stock No. 471-14586; paper, $3.50, Stock No. 471-14584. National Science Teachers Association.

Directory of Professional Preparation Programs in Recreation, Parks, and Related Areas (#6). Gives information on current programs, including level (junior college, undergraduate, or graduate), degrees offered, and the specialty areas or options offered. A joint project of AAHPER and the National Recreation and Park Association. 12 pp. 30¢. Stock No. 246-25032. American Association for Health, Physical Education, and Recreation.

Discipline in the Classroom (#7). A collection of articles from **Today's Education: NEA Journal,** which deal with discipline problems in the classroom and how to cope with them. Selected for their excellence. 134 pp. $1.50. Stock No. 381-11878. Publications Division.

Education in the States: Historical Development and Outlook. Traces the historical development since 1900 of each of the 50 state departments of education and the environments in which they developed. Prepared by 74 authors as a project of the Council of Chief State School Officers. 1475 pp. $50. Order directly from Publications Division.

Education in the States: Nationwide Development Since 1900 (#8). Second volume of the CCSSO project. Presents authoritative histories of 16 areas of educational concern. Topics include basic organization and financing; curriculum; federal participation; and relationships between state departments of education, the teaching profession, institutions of higher education, and the public. 772 pp. $12.50. Stock No. 381-11884. Publications Division.

Evaluation Instruments in Health Education (#9). Revised, annotated bibliography of knowledge, attitude, and behavior tests for all grade levels, including the first year of college. 32 pp. 75¢. Stock No. 244-25024. AAHPER. No discount.

Ferment in the Professional Education of Teachers (#10). Aspects of current societal and educational movements with major implications for students and schools of education, as discussed by three educators. 24 pp. $1. Stock No. 861-24478. Association of Student Teaching in collaboration with ERIC Clearinghouse on Teacher Education.

Guidelines to Fringe Benefits for Members of the Teaching Profession (#11). Presents a statement of recommendations regarding fringe benefits for the teaching profession and procedures for securing them. 32 pp. 50¢. Stock No. 381-11880. Research Division.

How To Ask Questions (#12). Encourages and gives help on implementing the use of more creative and abstract question styles. 8 pp. 25¢. Stock No. 495-14902. NCSS.

How To Win Conference Headlines (#13). Discusses procedures that have proven effective over the years for getting good media coverage of meetings. 32 pp. $1. Stock No. 381-11892. Press, Radio, and Television Relations Division.

Humanizing the Elementary School, Part I (#14). Contains articles adapted from speeches delivered at the 1969 DESP Annual Meeting by William Glasser, M.D., Sir Alec Clegg, and Samuel M. Proctor. 80 pp. $1. Stock No. 186-05580. Department of Elementary School Principals.

The Melting Pot, the Mold and Resultant Rejects (#15). Report of the Center for Human Relations' Seventh Annual Conference on Equal Educational Opportunity. 12 pp. 50¢. Stock No. 871-24838. Center for Human Relations.

The Mountains Are Moving (#16). Summarizes projects generated by and shared during the Appalachian National Conference on Human Rights in Education. 20 pp. 50¢. Stock No. 871-24836. CHR.

Movement Education for Children: A New Direction in Elementary School Physical Education (#17). Examines recent trends in curriculum development for elementary school physical education and examines in-depth movement experiences. 32 pp. $1. Stock No. 281-08874. American Association of Elementary/Kindergarten/Nursery Educators.

NEA Convention Highlights 1969 (#18). Annual filmstrip produced to aid delegates and local associations in telling the story of the NEA Convention through colorful photographs and narration. 72 frames, 19 minutes. $6. Stock No. 388-11874. Publications Division.

1969 NEA Convention Report (#19). Detailed coverage of the 1969 NEA Convention in Philadelphia. Informs delegates and members about many aspects of the convention. Contains photographs of convention activities. 32 pp. $1. Stock No. 381-11876. Publications Division.

1969-70 Public Relations Planning Calendar for Education Associations (#20). Shows major days and weeks schools often observe, as well as some major national conferences. Lists useful films and publications and provides ample space for personal notes and reminders. 56 pp. $1. Stock No. 381-11890. PR&TV.

The 1969 STAR Awards (#21). Composed of the award-winning papers in the Science Teaching Achievement Recognition contest, which is cosponsored by NSTA and the American Gas Association. 56 pp. $2. Stock No. 471-14588. NSTA.

Planning for the Seventies in Student Personnel (#22). Includes some of the papers presented at the NAWDC national convention in Atlanta, April 1969, on likely future directions of student personnel activity. 48 pp. $1.25. Stock No. 596-17122. NAWDC.

Practical Guide for Teaching the Mentally Retarded To Swim (#23). Deals with instructional staff, volunteers and aides, preservice and in-service training, and community involvement. Developed in cooperation with the Council for National Cooperation in Aquatics. 160 pp. $2. Stock No. 245-08078. AAHPER.

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Reaching Out To Those We Teach (#26). Compilation of 42 letters and tapes from home economics teachers throughout the country. Reports many valuable views and experiences in reaching the students' "inner world." 31 pp. $1.50. Stock No. 261-08308. Home Economics Education Association.

Recognition of Fractional Amounts of Preparation Between Degrees, 1968-69 Salary Schedules (#27). Lists minimum and maximum salaries by level of preparation in 299 school systems. 39 pp. 85¢. Stock No. 431-22866. Research Division.

Salaries Paid Superintendents, 1962-63 to 1968-69 (#28). Comprised of summary tables and a system-by-system listing. 29 pp. 70¢. Stock No. 431-22858. Research Division.

Schools of the Urban Crisis (#29). A report of the special Task Force on Urban Education which gives recommendations for improving the conditions of urban education. 64 pp. 75¢. Stock No. 381-11888. Task Force on Urban Education.

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Teacher Preparation in Health Education (#31). Recommends standards and guidelines for professional preparation in school health. 8 pp. 25¢. Stock No. 244-25018. AAHPER.

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CLASSROOM INCIDENT

This is another in a JOURNAL *series presenting the handling of a troublesome classroom incident by a teacher and analyses by consultants whose training and experience may enable them to contribute illuminating insights.*

As I go into different rooms in my role as resource teacher in a predominantly black school, the children usually greet me with smiles and applause. I first encountered hostility when I met Nanette.

From our first encounter, Nanette was stonily, silently, aggressively uncooperative, like a demonstrator in a sit-in. I used every technique I could think of for drawing her out, but she refused to be moved.

One day I was trying to tell the children an inspiring story about a great black American and his contributions to our country. Nanette slumped in her chair. I looked at her and she thumbed her nose at me. Interrupting my story at its peak, I stopped to give her a piece of my mind. "If you're not interested in what your own people have done to help make our country great, you ought to be ashamed."

I've been bothered ever since. Why couldn't I have treated Nanette the way I would have treated any other child who was misbehaving? Or had I done just that? Would I or wouldn't I have been just as angry if a white child had thumbed her nose at me?

I worry about the fact that I'm worried. Does the whole matter bother me because there is in me some latent, unrecognized racism? I rather doubt that. I feel comfortable with the rest of my pupils and I love them all. Can it be that I regard black students in the context of *they* and *theirs* rather than of *we* and *ours?* It seems to me that human beings are successful in bridging a gap only when they forget there is one. I wonder if anyone can tell me how to do that.

Consultants' Comments

M. FRANCES ANGEVINE, *school psychologist, Port Chester, New York, public schools.*

In this classroom incident the white resource teacher's past experiences with this predominantly black school populace have conditioned her to expect the students to react positively to her. Apparently unprepared for Nanette's negativism, lack of respect, and open expression of defiance, she does not know how to deal with them.

Interrupting the classroom instruction focused the attention of the entire class on Nanette and interfered with the orderly process of learning of the other students regardless of their racial background. It caused the teacher to become a victimized participant in a confrontation.

The teacher's remark expressed a value judgment beyond Nanette's level of maturity. The teacher regards as important people of any and all backgrounds who have contributed to America. The only people who really matter to Nanette, however, are those who affect her personally at the present moment.

If the gap between the educated teacher and the learning student is to be bridged, it will be done by viewing objectively and realistically the different standards and values that exist. What the teacher seeks, i.e., a sharing of viewpoints and values, comes slowly to the immature Nanettes in school today.

Nanette's behavior reflects hostilities that apparently were fomenting long before she met the current resource teacher. Nanette may require supplementary counseling beyond the classroom setting if she is to develop any concept of cooperative classroom citizenship.

Nanette's disrespectful act, rather than her skin color, is the main issue here. The teacher by her worries and feelings of guilt is showing that she has become overly sensitized and has difficulty concentrating on this main issue. She is apparently reaching all but one black student with her instructional methods and personal effectiveness. That is an enviable accomplishment in most of today's classrooms!

BOYD BOSMA, *assistant director, Center for Human Relations, NEA.*

It seems likely that the teacher does regard black students in the context of *they* and *theirs* rather than of *we* and *ours*. Several phrases in her letter—"like a demonstrator in a sit-in," "your own people," "bridging a gap"—indicate her negative feelings. Maybe this shouldn't be too surprising. Teachers react to children on the basis of their own cultural experiences.

Another phrase in the letter, "The children usually greet me with smiles and applause," indicates that the teacher's expectation of appreciation may have affected her reactions to children in her classroom. Is she reacting to Nanette, a black child, or to Nanette, a child who has refused to grant praise and gratitude?

The teacher seems to have transferred her own racial fears, guilt, and insecurity to Nanette, not solely because Nanette is black, but because Nanette rebels against a paternalistic situation potentially as destructive to the child's individuality as another situation where overt racism and discrimination are more apparent.

In writing a letter, the teacher gives evidence both of her sensitivity to and concern about her own racial feelings. If she learns to understand and to control these feelings, she will be able to sit down with Nanette and talk over the problems. Nanette's reactions may not be for the reasons the teacher suspects at all. If the teacher can be successful in breaking through to the point where she can deal impartially with Nanette as a human being, she may find substantial change in the child's behavior.

It may be that she will be unable to act alone to solve her difficulties with Nanette. Perhaps discussion with her colleagues or a counselor about her relationship with Nanette could lead to some improvement. •

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TEACHER IN POLITICS

Antoinette Rosell, now in her second term in the Montana State Senate, is dean of girls at Billings (Montana) Senior High School. She is following up three terms in the Montana House of Representatives (1957-64), where she served as vice-chairman of the Education Committee in 1963.

A life member of NEA, Mrs. Rosell was elected first president of the Big Sky Legislative Unit of the Montana Education Association, a group of seven teacher-legislators who are members of the MEA. Organized during the last session of the legislature, the bi-partisan group met weekly to discuss education legislation.

Other members of the group are Representatives John Shively, William Spahr, Leland Schoonover, D. L. Knudsen, William Campbell, and Robert Watt.

—Lloyd D. Mickelson, *Billings (Montana) Education Association.*

ILLUSTRATION CREDITS

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FOR YOUR INFORMATION

GEORGE D. FISCHER, NEA President; SAM M. LAMBERT, Executive Secretary; JOHN D. SULLIVAN, Assistant Executive Secretary for Communications and Public Relations, and Publisher of Today's Education (NEA Journal).

NEA headquarters: 1201 16th St., N.W., Washington, DC 20036. Telephone: Area Code 202, 223-9400.

American Education Week—November 9-15, 1969. Theme: Better Education—Your Job.

1970 NEA Convention: July 1-6, San Francisco.

NEA membership, May 31, 1969: 1,014,414.

NEA officers and headquarters staff: See NEA HANDBOOK pages 8-13; and inside back cover. NEA resolutions: HANDBOOK, pages 64-83.

NEA divisions, special projects, commissions, council, committees: HANDBOOK, pages 92-160.

NEA departments, national affiliates, and associated organizations: HANDBOOK, pages 161-214.

NEA dues: Active Membership $15 a year. Associate Membership $15. Life or Associate Life Membership $300 cash or $33 a year for 10 years. Retired Membership $2 a year. Educational Secretary Membership $10 a year. Student NEA Membership $2 a year through Student NEA Chapters only. Reserve Membership $7.50 a year.

World Confederation of Organizations of the Teaching Profession: Information free from WCOTP, 1330 Mass. Ave., N.W., Washington, DC 20005; see HANDBOOK, pages 403-405.

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BIBLIOGRAPHIES

Children's Books 1968. A list of books for preschool through junior-high-school age. Includes picture and picture-story books; biography; and books about folklore, arts, and hobbies. 1969. 15 pp. 15¢. Cat. No. LC2.11:968 Supt. Doc.

Guide to Children's Magazines, Newspapers, Reference Books. Gives teachers and parents a quick index of some reading materials available for children. 1968. 8 pp. 10¢. Assn. for Childhood Education Intl., 3615 Wisconsin Ave., N.W., Washington, DC 20016.

Latin America. Annotated, grade-keyed list of more than 400 books covering 30 countries. For preschool through junior high. Materials arranged by regions of a continent and by country. 1969. 96 pp. $1. Information Center on Children's Cultures, U.S. Committee for UNICEF, 331 East 38th St., New York 10016.

Negro History in Paperbound Books. Annotated bibliography. Reprint from *School Library Journal*. 1968. 6 pp. 25¢. R. R. Bowker, Co., Attn. Myrna Viverito, 1180 Avenue of the Americas, New York 10036.

Recommended Reading about Children and Family Life. 1969. Lists 270 books published through 1968 for use by parents and by professionals in the field of mental health education. 74 pp. $1.95. Child Study Assn. of America, Publications Dept., 9 East 89th St., New York 10028.

Racial Imbalance in Public Schools: A Basic Annotated Bibliography. Lists sources dealing with the constitutional, legal, and political problems raised by racial discrimination and racial imbalance in public education. 1968. 73 pp. Free. Institute of Government Research, Louisiana State University, Baton Rouge 70803.

ELEMENTARY EDUCATION

Bulletin Board Ideas. Photos, sketches, and ideas for eye-appealing bulletin boards that a teacher can adapt to his own classroom activities. 1968. 48 pp. $1.25. No. 332. The Instructor Publications, Inc., Dansville, NY 14437.

Let Them Be Themselves. Resource book of suggestions on how teachers can use language arts to bring disadvantaged elementary school children into the educational mainstream. Designed to make language arts meaningful and appealing to all children. 1969. 208 pp. $2. Citation Press, 50 West 44th St., New York 10036.

SOCIAL STUDIES

A Map Book of Europe. Detailed maps with facing pages of text. Concentrates on geography, but includes recent political and economic developments. One of the Ferriday series. 1968. 67 pp. $1.40. St. Martin's Press, 175 Fifth Ave., New York 10010.

SUGGESTIONS
we hope prove useful

Paper Bag Hats and Caps

It's a make-it-yourself activity that helps to keep children interested, busy, and out of mischief. And later, furnishes days of fun playing with all the hats.

TOBOGGAN CAP—Cut out bottom of paper bag that fits down on child's head. Twist top of cap to a peak and paste to hold shape. Roll up 2″ diam. tissue paper ball working in some paste for permanency. Affix to tip of peak for tassel. Paint or crayon cap red and decorate it imaginatively, fancifully.

① **CAT CAP**—Cut bottom from paper bag to 3″ from bottom, leaving strip of one side to shape tail. Use pipe cleaner to make tail stand up. Bottom of another bag makes the cat's face. Cut the ears to shape. Paste to body. See sketch. From colored construction paper cut out nose, eyes, whiskers. Paste onto face. Suggest children color cat cap bright red or any gay unrealistic color that a cat would never be.

② **MOUSE CAP**—Cut bottom from bag. Measure up about 3″ from one side of bag; then mark straight line across the bag to top, opposite corner. This forms the body of mouse and the pointed nose. Paste all along edge to close mouse body. Color the mouse grey allover. Cut the little round ears, the eyes and the mouth out of pink construction paper or use white paper and color it pink. Cut a long tail from another bag. Paint black nose, whiskers, feet.

③ **HOOT OWL HAT**—Fold bottom of paper bag; fasten it on both sides with pipe cleaner. Bottom is owl's face, with paper beak and big eyes pasted in place. Paste half circle over one eye as if it were half-closed. Color owl brown with white feather markings; bright yellow feet and beak; round green eyes, black pupils.

④ **FANCY HAT WITH VEIL**—Cut bottom from bag for hat. Cut a piece of netting from orange or grapefruit sack for veil; paste to hat. Cut paper flower; affix to long green pipe cleaner stem; fasten to top (center) of hat. See the sketch. Color the hat gaily and imaginatively.

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For a little energy lift after school, enjoy the fresh, lively taste of Wrigley's Spearmint Gum. It satisfies for a bit of sweet but isn't rich or filling. And the natural chewing eases tension.

IMPORTANT

The following information should be added to the Sept. 1969 "Professional Calendar." Meetings of the National Council of Teachers of Mathematics: Oct. 9-11—Raleigh, NC. Nov. 6-8—Memphis. Nov. 13-15—Cleveland.

UNFINISHED STORY

The editors present this story for classroom use as a basis for group discussion, role playing, or creative writing. They also call attention to a booklet containing 44 of the most popular unfinished stories, now available for 75¢ (2-9 copies, 10 percent discount; 10 or more copies, 20 percent discount) from the NEA Publications-Sales Section, 1201 16th St., N.W., Washington, DC 20036. Ask for Unfinished Stories for Use in the Classroom. *Stock No. 381-11766.*

For information about 8mm and 16mm color films based upon some unfinished stories, write to: Educational Systems Division, Doubleday & Co., Inc., Garden City, New York 11530.

What Should Samantha Do?

Samantha had been sick in bed with a sore throat for three days. On Thursday, when she went back to school, Mr. Kelly gave her several papers—a note from the art teacher, and the weekly list of new spelling words.

Samantha stuck them all in her pocket and remembered to give the PTA notice to her mother when she got home from school. Then she sat down with a peanut butter sandwich to study the new words.

Division, magazine, attract, engineer . . . . Talk about hard! Where did Mr. Kelly dig up these words, anyway? How was she supposed to learn them all in one day?

Samantha began copying the words, trying to remember whether *attract* had one *t* or two, whether *engineer* began with an *e* or an *i*. Samantha had made 100 on every spelling test so far, and she didn't want to ruin her record.

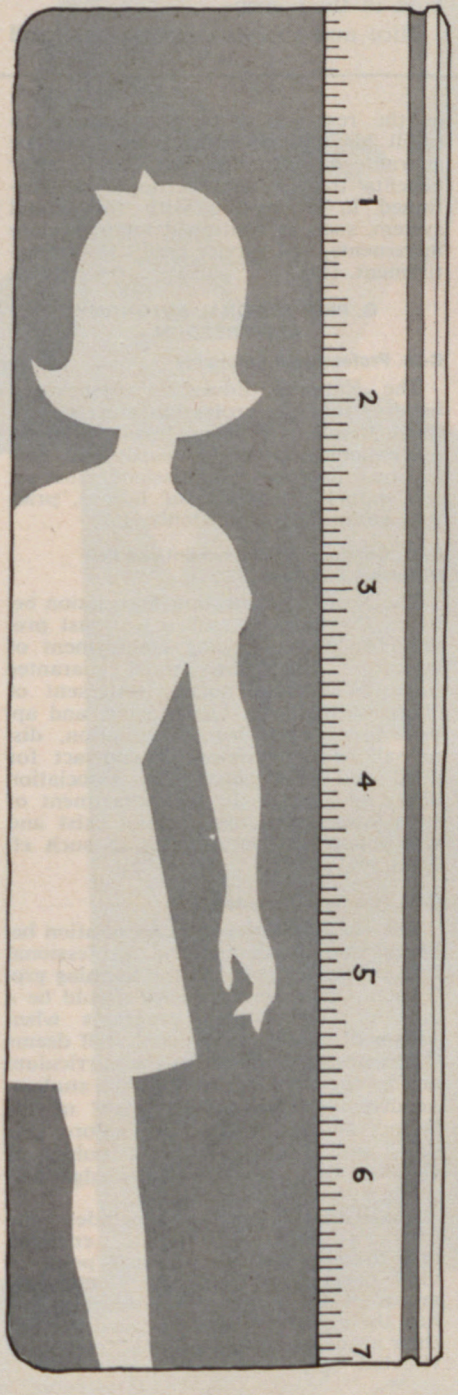
Friday morning she was still confused about how to spell several of the words. She had an awful feeling that she would misspell some of them.

It just wasn't fair, she told herself, that everybody else had had four days to study the list while she'd had only one. Suddenly she reached for her ruler. On the back she copied all the words she wasn't sure of.

Now she could get a perfect score. She would keep the ruler on her desk and look at it when she was in doubt about a word. Then she'd study the spelling words hard over the weekend so she'd really earn the 100 she was going to get. That made it fair. But did it? When Mr. Kelly passed out the paper for the spelling test, Samantha was still undecided about whether she should copy the words from the ruler. What should Samantha do?

Thoughts To Think Aloud:

1. What should Samantha have done when she realized that she wasn't ready for the test?
2. Is it honest to get a good grade by copying if you study later?
3. Which is most important: for Samantha to learn to spell the words, to get 100, or to be able to figure out the right thing to do?



ANIMAL SIGNALS
(*Continued from page* 36)

a definite meaning. A little fish invites the larger fish to submit to cleaning by dancing up and down in front of it and wriggling his body. If the cleaner knows his host very well, he hardly dances at all. While he is searching the host, the cleaner fans continuously with his ventral fins. The host thereby knows exactly where the cleaner is working and cooperates by turning toward him and by moving or lifting up the fins that the latter nudges.

To a certain extent, cooperation would also seem to be involved in the demarcation of territory. Just as the bird sings his loud song to indicate the extent of the territory he occupies, many other creatures in their own special way demarcate the limits of their territory as a warning to alien members of their species.

Some mammals draw a fence that only the nose can detect. The badger, for instance, uses a secretion from a gland near the base of his tail to mark all points he considers most important, right up to the extreme limit of his territory. He does this by pressing his hind quarters firmly on the objects he chooses to mark—the stones by his paths, tree trunks, and even bare earth. A tame badger will greet his master by stamping on the toes of his shoes, thus distinguishing him as a personal "possession."

In the same manner as the badger, the marten and the mongoose leave their marks. The male Indian antelope marks the twigs of the bushes in his territory with a strong-smelling secretion from his large antorbital gland, which he can open at will and which he then carefully drags over the ends of the branches to be marked. Two glands behind the horns of the chamois buck swell up at breeding time and release a secretion that the chamois spreads on plants and bushes.

The tanrec hedgehog's form of odor marking is unusual. This small Madagascan insect eater spits on the place he wants to mark, wets one hand by pawing the spot, stretches the wet hand out behind, scratches his side with it several times, and then rubs it on the spot. He repeats this performance many times, using his spittle as a medium to transfer his strong body odor to the object.

A number of mammals mark not only objects but also other members of their own species. Male tree porcupines run erect on their hind legs toward the female and drench her in

urine. Male rats are less dramatic; they clamber over the females and moisten them with a few drops of urine. These rodents, both male and female, mark one another with their odor, the high-ranking males being particularly active. This odor is what enables all members of a pack of rats to recognize each other.

Some fish generate and discharge electricity, and many observations suggest that these electric signals could be a means of communication by which members of the same species agree on and establish territorial boundaries.

The normally drab male unicorn fish, within seconds of becoming interested in a female, signals to her by developing a bright blue, saddle-like patch across the front part of his back and vivid, light blue stripes down his sides, to which the female—provided she is ready to mate—responds appropriately.

Among butterflies, the female fritillary who is ready to mate inspires a courting flight in the male fritillary by her yellow color and by giving off a certain odor and performing a special kind of whirring flight at the male's approach.

Many insects use their antennae to communicate. With their antennae, ants rapidly tap other inmates of the nest and thus order them to give up some of the food supply the latter hold in their crops.

Mice and shrews communicate and understand each other by emitting high-pitched tones that lie in the ultrasonic range.

How do animals come to understand what all these individual signals mean? One thing is well established: Many of their social acts and their languages are not, as with us, laboriously acquired in the course of a lifetime; they are inborn. This may or may not appear to be an advantage, depending on one's point of view. Our ability to learn and adapt enables us to act rationally in strange or unexpected circumstances. But we can see that the creatures who act from instinct have a sound and reliable guide to the action they need to take to deal with most situations. •

NEA RESOLUTIONS, 1969

(*Continued from page* 46)

steps to appeal the application or interpretation of school board policies and agreements. Binding arbitration shall be a part of the grievance procedure.

Those representing local affiliates in the negotiation process shall be granted released time without loss of pay.

Faculty and building level administrators, in order to preserve professional relationships within school staffs, should not be negotiators for school boards. The Association recommends establishment of personnel offices at the central administrative levels to represent school boards in negotiation.

The Association urges the extension of the rights of professional negotiation to the faculties of institutions of higher education.

The Association urges its members and affiliates to seek state legislation that clearly and firmly mandates the adoption of professional negotiation agreements.

The Board of Directors shall establish a Professional Negotiation Committee immediately to facilitate the achievement of professional negotiation agreements, and to maintain an efficient communication system on professional negotiation between the Association and its affiliates.

The rights and privileges of all teachers should always be respected regardless of what organization has sole negotiation rights. (69)

C-34. Fringe Benefits

The National Education Association believes that to attract and retain competent staff, school systems must provide fringe benefits comparable to those of other professions and occupations requiring similar preparation and responsibility. These programs should include the items recommended in the Association's guidelines for fringe benefits. (69)

C-35. Educators and National Service

The National Education Association urges that the Selective Service System delay to the end of the year the induction of any educator who is drafted during the year.

An educator whose career is interrupted because he is drafted; called to active service by the National Guard or the reserves, or who volunteers to fulfill his military obligation should be guaranteed reemployment and other benefits that would accrue if he continued in a position with the school system, such as continued tenure, salary increments, and service credit toward retirement. (69)

G. PROFESSIONAL AUTONOMY AND FREEDOM

C-36. Professional Autonomy

The National Education Association believes that the profession must govern itself. Members of the profession, through professional standards boards and professional practices commissions, must set and enforce standards of license, practice, ethics, and competence. (69)

C-37. Continuing Employment and Fair Dismissal Practices

The National Education Association believes that laws in each state must provide for the continuing employment of educators. Such laws must guarantee to each educator notice, statement of charges, right to a fair hearing, and appeal procedures, before demotion, dismissal, or non-renewal of contract for good and just cause. The Association urges its affiliates to seek enactment of such laws where they do not exist and will support those affiliates in such efforts. (69)

C-38. Academic Freedom

The National Education Association believes that academic and professional freedom are essential to the teaching profession. Controversial issues should be a part of instructional programs when judgment of the professional staff deems the issues appropriate to the curriculum and to the maturity level of the student. Academic freedom is the right of the learner and his teachers to explore, present, and discuss divergent points of view in the quest for knowledge and truth.

Professional freedom includes the teacher's right to evaluate, criticize, and to advocate his personal point of view concerning the policies and programs of the schools. The teacher also has the right to assist colleagues when their academic or professional freedom is violated. (69)

H. ACTIVE PARTICIPATION IN PUBLIC POLICY MAKING

C-39. Public Understanding

The National Education Association believes that professional associations must promote public understanding of education and encourage wide public and parental participation in solving education's problems.

The Association also believes that there must be an interested, informed, and nonpartisan board of education in each school district, which also has a responsibility to promote public understanding of the schools. (69)

C-40. Civil Rights

The National Education Association calls upon Americans to eliminate by statute and practice barriers of race, national origin, religion, sex, and economic status that prevent some citizens from exercising rights that are enjoyed by others, including liberties defined in common law and the Constitution and statutes of the United States. All individuals must have access to public education, to the voting booth, and to all services provided at public expense. (69)

C-41. The Educator as a Citizen

The National Education Association believes that every educator has the right and obligation to be an informed and politically active citizen. It urges local affiliates to seek written school board policies to guarantee educators their political rights, including registering and voting, participating in party organizations, performing jury duty, discussing political issues publicly, campaigning for candidates, contributing to campaigns of candidates, lobbying, organizing political action groups, and running for and serving in public office. Provisions should be made to enable educators to serve in public office without personal loss and without curtailment of annual increments, tenure, retirement, or seniority rights.

Major decisions affecting schools are made by elected officials or their appointees. Therefore, the Association believes that it is the duty and responsibility of educators to involve themselves in the selection, election, and reelection of qualified, committed candidates who support the established goals that will provide

(*Continued on page* 76)

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TE-10/69

RESEARCH CLUES

This regular monthly feature of brief research summaries is designed to encourage the teacher to become familiar with significant research in education and to conduct action research of his own.

Although knowledge of research findings in instruction can be helpful to the teacher in developing his own instructional program, he needs to remember that research studies on a particular topic do not always agree and that no single study or series of studies should be considered to reveal the final answer.

This month's summaries are based on reports in Research in Education, *and a new book titled* Four Problems in Teaching English: a Critique of Research *by J. Stephen Sherwin. The book was published in 1969 for the National Council of Teachers of English by International Textbook Company, Scranton, Pennsylvania.*

How should spelling be taught?

A summary of research on *Teaching Spelling* (What Research Says to the Teacher, No. 3) is available from the NEA (25 cents, Stock No. 115-03572). Among the publication's conclusions are these:

Spelling ability is important even though spelling may be a minor subject in the curriculum. The chief problems involved in designing the spelling curriculum are determination of objectives, selection of content, and organization and arrangement of content by grades.

Spelling instruction should consume not more than 75 minutes a week and should be coordinated not only with reading and composition, but also with speech, handwriting, and all other language activities.

Research indicates that the best method involves pronouncing each word, looking carefully at each part as the word is pronounced, saying the letters in sequence, attempting to recall how the word looks and saying the letters, checking this attempted recall by looking at the correct spelling of the word, writing the word, and comparing the word as written with the correct spelling of the word. These steps should be repeated until the word is correctly spelled.

Research has shown that words studied in lists are learned more quickly, remembered longer, and transferred more readily to new contexts than words learned otherwise. However, there is no conclusive evidence concerning the contribution of phonics to spelling. There *is* evidence that a spelling test corrected by the students who utilize its results is one of the most fruitful single learning activities. (*R in E* ED-017-488)

What does research indicate about the teaching of writing?

There appears to be no significant relationship between grammatical knowledge and writing ability. Research overwhelmingly supports the contention that instruction in formal grammar is an ineffective and inefficient way to help students achieve proficiency in writing.

Likewise, several studies reviewed by J. Stephen Sherwin conclude that increasing the number of writing opportunities does not result in a statistically significant improvement in writing skill. Other studies suggest that measurably superior results are obtained by a decreased amount of writing in conjunction with skilled teaching.

Dr. Sherwin concludes from his study of research on this subject that motivation, selective criticism, discussion, practical explanation, and revision are the important features of writing instruction. Intensive evaluation, like the mere multiplying of writing assignments, is costly in effort for everyone and fails to achieve positive results.

Is traditional sentence diagraming worth teaching?

The NCTE study of research indicates that "it is better not to teach traditional diagraming." However, this conclusion is less sweeping than it may appear because it does not deny that diagraming has some utility. None of the experimental studies critical of diagraming claims that it fails to teach anything. Instead, the studies conclude that diagraming is not a superior method of instruction.

The reason for the strong opposition of various researchers to diagraming, according to Dr. Sherwin, is that it imposes unnecessary, time-consuming, and effort-consuming tasks without providing any special instructional advantages. Furthermore, diagraming perpetuates a distorted and incomplete picture of English structure because of its dependence upon Latinate grammar. •

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(*Continued from page 72*)

quality education. (69)

C-42. Violence and the Mass Media

The National Education Association recognizes the worth of the total educative effect of the communications media, but condemns the all too frequent glamorization of crime and violence by the media. (69)

I. PROFESSIONAL ASSOCIATIONS

C-43. Strong Professional Associations

The National Education Association and its state and local affiliates must enroll all eligible educators to provide a coordinated program of services to teachers and schools and make the profession's influence felt in the community, state, and nation. Members must observe and professional associations must enforce the Code of Ethics of the Education Profession.

The Association supports and encourages the Student National Education Association and the Future Teachers of America.

Associations at all levels must be sufficiently staffed and financed to assist members to implement the goals and policies that they set.

The Association recommends that the rights of professional negotiation be extended to the staffs of professional organizations. (69)

C-44. Defense of Educators

The National Education Association will support any educator or class of educators whose professional or political status or rights have been menaced or unfairly restricted. Where legal and other restrictions prevent educators from exercising these rights, the Association will support state and local affiliates' efforts to remove such restrictions.

The Representative Assembly calls upon the Executive Committee, the DuShane Advisory and Administrative Committees to continue their unlimited support to educators in retaining their positions when threatened with transfers, demotions, dismissals, and being passed over for promotions based on race.

The Association deplores and condemns any practice where as a result of desegregation of school districts black educators are dismissed, demoted, misassigned, or not rehired based on race.

The Representative Assembly mandates that any school official and/or school system practicing discrimination against any employee based on race shall be censured by the National Education Association. The Assembly calls upon the Department of Health, Education, and Welfare to enforce the guidelines governing this subject. (69)

C-45. Representation on Boards, Committees, and Commissions of the Association

The National Education Association shall be represented by a majority of classroom teachers on all its appointive boards, committees, and commissions that are intended to be generally representative of the interests of educators. In selecting persons to serve, the Executive Committee shall, as terms expire, raise classroom teacher representation to at least 75 percent. (69)

C-46. Organizations of Other Nations

The National Education Association believes that a strong international community of educators is necessary to promote international understanding and to defend the interests of the teaching profession in all countries. The Association actively supports the World Confederation of Organizations of the Teaching Profession and will continue to cooperate with professional education organizations of other nations. (69)

C-47. Desegregation as Association Policy

The National Education Association believes that as our school society changes from a multiple system, with groups being segregated because of race, into a system that is integrated without regard to racial lines, there are certain protections and responsibilities that should be afforded to and accepted by members of the organized education profession. Among these are—

1. Merger of State and Local Affiliates

The Association believes that every educator has the right to participate fully in the professional association of his choice in any community or state. This right shall not be denied by constitution or practice on racial grounds. The Association notes that all previously segregated associations now affiliated have either merged or are merging according to requirements of the Executive Committee. It commends these associations. It recognizes that much remains to be done to bring legalisms to life. It directs the officers and staff to continue to provide leadership and assistance and charges the Executive Committee to complete the task and intent outlined by Resolution 66-12.

2. Opportunities for Minorities in Associations

The Association calls upon all affiliates to provide avenues for full and complete participation by all members. Members of minority groups should have positions on committees, opportunity to attain leadership, and the right to represent their local and state associations. Each affiliate should adopt policies and/or establish constitutional procedures and structures through which minority groups can express and resolve grievances arising from Association practices. The officers and staff of the NEA should develop procedures for mediation whenever necessary.

3. Implementation

Responsibility for implementation rests with the Executive Committee. It shall direct the executive secretary to develop programs of implementation—those that innovate and those that correlate existing activities. The executive secretary shall assign staff responsibilities as needed and shall involve in these efforts all agencies of the Association, its affiliates, and other public and private agencies. Implementation of this resolution shall be a major charge upon every officer and staff member of the Association.

In any region, state, or school system in the United States where educators of more than one race are employed, no unit of the Association shall allocate Association funds for or arrange or engage in any activity, program, meeting, or conference in which the participation of members of minority groups is in any manner impeded. (69)

C-48. Professional Sanctions

The National Education Association believes that, when other means for preventing unethical or arbitrary policies or practices that have a deleterious effect on the welfare of the schools have been exhausted, professional sanctions should be invoked. Guidelines that define, organize, and definitely specify procedural steps for invoking sanctions by the teaching profession have been devised. Similar procedural guidelines should continue to be developed for the lifting of sanctions. State and local affiliates and their members should familiarize themselves with these guidelines and with the circumstances in which they are applicable.

The Association calls upon its officers, commissions, committees, staff, and affiliated state associations to apply these guidelines where appropriate and, through the experience of use, continuously to improve them.

The Association urges all boards of education to make provision in their employment practices to accept, without prejudice, applications from individuals from school systems where sanctions or other means of protest are being, or have been, used and to give equal and unbiased consideration of such applicants, when fully qualified, for the position under consideration.

The Association urges all institutions of higher learning to refrain from assigning student teachers for their preteaching experience in any school system under state or national sanction. (69)

C-49. Withdrawal of Services

The National Education Association recognizes that in some school systems the deplorable conditions in education have brought about crises.

The Association recommends several procedures to be used in resolutions of impasse. They are mediation, fact-finding, arbitration, political action, and sanctions. The Association believes that these procedures should make the strike unnecessary and recommends that every effort be made to avoid the strike as a procedure for the resolution of impasse.

The Association realizes that teachers may have no choice but to resort to a withdrawal of services as the only means of attracting public attention to, and correcting conditions in, situations (a) where conditions make it impossible for teachers to provide quality education, (b) where solutions have been proposed but have not been conscientiously explored, and (c) where solutions have been proposed but not consummated. The Association supports efforts by local and state associations to obtain repeal of state laws that prohibit withdrawal of services.

The Association denounces the staffing of schools with untrained, unqualified, or noncertificated persons at any time and especially at a time when teachers withdraw their services in an effort to establish conditions that will make it possible to provide high quality education.

The Association reminds its affiliates that seek aid in times of crises that the Association should be involved at the earliest possible time.

At the outset of withdrawal of services, or where schools remain open during a withdrawal of services, administrative and supervisory personnel may remain within the schools or take other precautions to provide for the safety of students and the protection of property.

(*Continued on page 78*)

THE WINNERS

1969 Teachers' Writing Competition

Listed below are the winners of the 1969 Teachers' Writing Competition. Theme for this year's competition was "Creative Retirement."

The judges were: Betty I. Buford, president, Association of Classroom Teachers, NEA, on leave as counselor, Plainview, (Texas) High School; Joy Elmer Morgan, former editor, NEA JOURNAL and founder, Senior Citizens of America; Esther C. Stamats, executive assistant and consultant to religious organizations, American Association of Retired Persons, National Retired Teachers Association. All prize money was supplied by the Reader's Digest Foundation.

First Prizewinner ($1,000)

Gilbert Papp, English teacher, Middlesex Co. Vocational & Technical High School, New Brunswick, NJ.

(Mr. Papp's story will appear in the November issue.)

Second Prizewinner ($500)

Enola Lentz, director, Learning Resource Center, Glenridge School, Clayton, MO.

(Theodore F. Lentz, the subject of the article, received $350.)

Third Prizewinner ($350)

Esther Pomeranz, librarian, North Junior High School, Aurora, CO.

(Roy McGlone, the subject of the article, received $350.)

Other Prizewinners ($75 each)

Virginia O. Anderson, primary teacher and administrative asst., E. L. Wetmore School, Tucson, AZ.

William H. Bright, mathematics teacher, Tenafly (NJ) Junior High School.

Frances W. Chase, English and Latin teacher, Nazareth (PA) Area Junior High School.

Robert O. Cook, on sabbatical leave from position as principal, Adams Elementary School, Janesville, WI.

Robert Eugene Foy, special education teacher, Pacific Prevocational, Seattle, WA, district #1.

Beatrice Burns Harvey, visiting art teacher, Greenbrier Co., WV, schools.

Henrietta Krahulik, English teacher, Northview Junior High School, Indianapolis, IN.

Lois H. Lucas, senior counselor, Westside High School, Omaha, NB.

Paul E. Mawhinney, prof. of education, Foundations of Education, Southeast Missouri State College, Cape Girardeau.

Marjorie Deacon May, world cultures teacher, PenArgyl (PA) Area High School.

J. Wilson McKenney, editor, *CTA Journal,* California Teachers Association, Burlingame, CA.

Sara Shipley, kindergarten teacher, Anna B. Lacey School, Chattanooga, TN.

Eleanor A. Stevenson, elementary reading clinic teacher, Station Ave. Elementary Bldg., Ashtabula, OH.

Jane Wiley, course of study dev. specialist, San Luis Obispo Co., CA, schools.

Geoffrey B. Willis, English, reading, and speech teacher, Brea (CA) Junior High School.

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- ☐ Rossini: William Tell and Other Favorite Overtures—Bernstein—MS 6743
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- ☐ Tchaikovsky: 1812 Overture/Marche Slave/Capriccio Italien—Bernstein—MS 6827
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NEA RESOLUTIONS, 1969

(*Continued from page 76*)

School boards should officially close schools when work stoppage is declared by the recognized professional organization. Schools should remain closed during the period of withdrawal of services.

The Association directs its officers and staff to develop guidelines on the role of supervisory and administrative personnel when a withdrawal of services occurs. (69)

II. CURRENT RESOLUTIONS

69-1. Unified Professional Membership

The National Education Association urges its affiliates to complete unification by 1970-71, so that each member will be provided coordinated support and services from all levels of the organized profession.

69-2. Salary Goals

The National Education Association believes that salaries of educators should compare favorably with income in other professions and occupations of comparable preparation and responsibility. Salaries for qualified teachers should begin at $10,500 for the bachelor's degree and range to at least $21,000 in 7 years with the master's degree and continue to increase for career teachers of advanced qualification.

69-3. Exchange Teachers' Salaries

The National Education Association believes that the exchange of teachers between the United States and foreign countries is in the national interest and is essential to international understanding.

The Association recognizes that foreign teachers, compensated only by their own governmental agencies at levels considerably below those of the American schools, find it extremely difficult to meet the higher costs of living in this country, and that many must depend upon contributions to achieve even a low standard of living while in the United States.

The Association urges that the federal government provide funds to guarantee that exchange teachers receive compensation while serving in the United States in an amount at least equal to the average national salary paid to teachers in this country.

69-4. Differentiated Staffing

The National Education Association believes that the concept of differentiated staffing is one of many concepts of school organization and staff deployment that hold promise for enhancing educational opportunities for children and that may provide a means of better utilization of teacher time and talents. The Association also believes that the concept and nature of differentiated staffing demands that any plan be viable, flexible, and adaptable to keep pace with changing conditions in the schools and society.

The Association insists that any design for differentiating staff, to be successful, (a) must meaningfully involve classroom teachers and the local associations from the initial stages of development through implementation and evaluation, and (b) must clearly define roles and responsibilities of certificated and noncertificated staff so that the actual process of teaching rests in hands of individuals having sound educational preparation, and (c) must keep the community informed and seek its cooperation in order to prevent misunderstanding of the educational values to be gained from differentiated staffing.

Available funds must be sufficient both to assure maintenance of manageable loads and to guarantee remuneration for all staff—auxiliary personnel, teachers, and administrators—based upon well grounded criteria and not reflective of a merit pay plan for teachers.

The Association urges local associations immediately to initiate in-depth studies of the many ramifications of differentiated staffing to be prepared to act in full partnership with the administration in the design of any plan and to reject any plan not developed cooperatively.

69-5. Task Force on Paraprofessionals

The National Education Association recognizes that the relationships between paraprofessionals and the organized profession, including category of membership, needs clarification. The Association calls upon its state and local affiliates to join with it in a task force to define the needs and functions of paraprofessionals and to recommend guidelines to establish their appropriate relation to local, state, and national associations. Recommendations of the task force should be presented to the 1970 Representative Assembly.

In the interim, the Association recommends that state associations be represented on any group which may be formed by state departments of education to develop guidelines for certification of paraprofessionals.

69-6. Family Life and Sex Education

The National Education Association believes that sex education which provides children and youth with information appropriate to their age is basic to healthy, well adjusted mental attitudes. It also believes that the public school must assume an increasingly important role in providing this instruction and that teachers must be qualified to teach in this area.

The Association urges that courses in sex education be developed with care and that classroom teachers who teach the courses be legally protected from irresponsible censorship.

The Association calls upon individual teachers and local associations to cooperate with school administrators and school boards in establishing sex education programs as an integral part of the school curriculum and to work with parents to maintain harmonious school-community relations.

69-7. A Nation Under Law

The National Education Association believes that civil order and obedience to the law must be insured in every community and school, without abridging human and civil rights. These rights must be protected by judicial procedures that ensure speedy and equal justice under law to all citizens with free legal counsel for the poor and destitute.

69-8. Retirement and Teacher Mobility

The National Education Association urges the enactment of federal and state legislation to enable those who have taught in two or more states to receive retirement benefits substantially the same as they would receive if they retired after a career in one state.

The elements of a joint federal-state program are—(a) Agreement by participating states to provide full vesting of retirement rights after no more than 5 years of service; (b) Agreement by participating states to accept up to 10 years of out-of-state service, not vested elsewhere, the employee to pay his share of costs and the state and federal governments to pay the employer's share; (c) Payment from federal funds to supplement deferred retirement benefits paid to mobile teachers to increase them to a level substantially equivalent to benefits provided nonmobile teachers with comparable years of service.

The Association and its affiliates must move at once to secure the enactment of the necessary state and federal legislation.

69-9. NEA Retirement Program

The National Education Association believes the basic retirement system for educators is and should be the statutory retirement system, and that this should be the primary vehicle for providing retirement benefits to educators. However, the Association should provide a retirement program available to its local affiliates which negotiate supplemental benefits.

69-10. Termination of Social Security Coverage

The National Education Association urges that federal legislation be enacted to require governmental employers to notify their employees at the time notice is given to the Department of Health, Education, and Welfare to terminate Social Security coverage of their employees. The legislation should also provide a method to permit governmental employers who have terminated Social Security coverage to provide it again for their employees.

69-11. Voting at 18

The National Education Association recommends that the right to vote be granted to citizens at the age of 18 and that immediate steps be taken to implement Project 18.

69-12. Student Involvement

The National Education Association believes that genuine student involvement requires responsible student action which is possible if students are guaranteed certain basic rights, among which are the following: the right to free inquiry and expression, the right to due process, the right to freedom of association, the right to freedom of peaceful assembly and petition, the right to participate in the governance of the school, college, and university, the right to freedom from discrimination, and the right to equal educational opportunity.

The Association directs its officers and staff to establish a task force to (a) study further the rights and responsibilities of students and the causes of student unrest; (b) develop a definitive statement on student rights and responsibilities; (c) design action programs to ensure that the basic rights of students are not jeopardized.

69-13. The Student in the National Education Association

The National Education Association believes that it is imperative that those who are preparing to teach have a closer relationship with the parent Association. It directs its officers and staff to cooper-

ate with the Student National Education Association to devise a procedure by July 1970, for such a relationship.

69-14. International Education

The National Education Association believes that international education is and has been an important part of American education. The International Education Act of 1966 is designed to improve international education and must be fully funded, implemented, and extended.

The Association urges institutions of higher education to participate in programs under the Act. It also encourages its affiliates and local school systems to jointly promote international education for educators.

69-15. American Indian Education

The National Education Association believes that the education of children of American Indian descent is a particular and continuing concern. The public school system has a prime responsibility for meeting the educational needs of all citizens of each state.

The Association urges that federal and state governments immediately move toward the transition of Bureau of Indian Affairs schools to locally controlled public schools under the authority of local school boards elected by the communities which they serve, with a completion goal of 5 years. In the case of boarding schools, local board representation shall be provided for participating communities outside the local school district.

Financing during the transition period shall remain the responsibility of the federal government. After transition, state governments shall assume that portion of the school budget which the local district cannot reasonably finance, and the federal government shall assume that portion of the budget the state cannot reasonably finance.

The Association will seek to achieve these objectives through legislation and increased appropriations by the U.S. Congress.

During the transition period from BIA schools to public schools, the Association will seek to support BIA teachers and carry out the ideas of the Association of Classroom Teachers as passed in their Resolution 69-46 BIA Teachers:

The Association of Classroom Teachers supports efforts of the National Council of Bureau of Indian Affairs Educators to achieve quality education for all Indian children. It urges classroom teachers to support the Council's efforts to achieve (a) salaries and salary policies comparable to those of public school teachers; (b) working conditions adequate for the comfort and convenience of students and employees; (c) length of school year and school day commensurate with those of public schools; (d) assignment of qualified teachers only to areas of competence and employment of qualified personnel only for administrative positions; (e) written personnel policies which include provisions for sabbatical leave, for advanced study, and for the right to attend professional organization meetings during the school week without loss of salary; and (f) involvement of BIA classroom teachers in curriculum planning.

ACT urges the National Education Association to provide consultant services to implement, through Executive Order 10988, negotiations by BIA teachers so that they can attain a voice in determining school policies.

69-16. Access to Copyrighted Instructional Materials

The National Education Association believes that maximum access to teaching materials is of vital concern to every teacher. It recognizes that the present copyright law provides for two parallel sets of rights—the rights of those who create such materials to profit from their efforts and the rights of those who teach to use those materials in teaching.

The Association insists that the public interest requires that the copyright law provide guarantees to teachers and educational institutions to make use of copyrighted materials, recognizing a limited right to copy and record such materials for nonprofit educational purposes, including educational broadcasting and technology.

69-17. National Testing and Assessment

The National Education Association notes that a first report on one phase of the National Assessment of Educational Progress is to be released in 1970, which is descriptive of education, not a comparative evaluation of regions or schools. The Association urges its members to be alert to the forthcoming report and to assume responsibility for studying, understanding, and implementing it.

The Association will continue to resist any attempt to transform national assessment results into a national testing program that would seek to measure all students or school districts by a single standard and thereby impose upon them a single program rather than providing opportunities for multiple programs and objectives.

69-18. Federal Professional Negotiation Law

The National Education Association urges the enactment of a federal professional negotiation law. The law should conform to the Association's policy on negotiation. It should provide that any state that establishes statutory procedures substantially equivalent to those provided by the federal statute would be permitted to operate under its own statute.

69-19. Extremism and the Schools

The National Education Association is alarmed at the nationwide attack on the public schools and the teaching profession by extremist organizations. The growing opposition to certain curricula and to educational policies is recognized by the Association as a thinly veiled political attack on public education itself. The Association urges its affiliates to take concerted action and, if necessary, legal action, to defend against such irresponsible attacks.

69-20. Home Rule for the District of Columbia

The National Education Association supports complete home rule for the District of Columbia. Essential components of home rule include increased financing for the schools, a fiscally independent school board, and protection of professional employees' rights.

State and local affiliates should seek from members of Congress support for home rule legislation.

69-21. One-Man—One-Vote

The National Education Association believes that the principle of one-man—one-vote must apply at all levels of government including the election of the President of the United States.

69-22. Tax Law Revision

The National Education Association believes that the tax laws at all levels of government must be completely revised to bring about more equitable tax treatment of all citizens.

69-23. Fair Housing

The National Education Association believes that universally applied fair housing practices aid in bringing about a truly universal public education.

The Association urges its affiliates, in cooperation with community agencies, to develop and promote practicable programs to implement fair housing practices in every community and to demand passage of legislation that will ensure to each person the opportunity to reside in the neighborhood of his choice.

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AFTER ALL

What Is a Classic?

We see by the paper that 15 authors, members of the guiding faculty of the Famous Writers School, have named their candidates for the "most unreadable classic." Among the classics are the following usually held sacrosanct:

Dante's *Inferno*—nominated by Bergen Evans
Bunyan's *Pilgrim's Progress*—Bennett Cerf
Sterne's *Tristram Shandy*—Phyllis McGinley
Cooper's *Deerslayer*—Max Shulman
Joyce's *Ulysses*—J. D. Ratcliff
Eliot's *Silas Marner*—Red Smith
Chaucer's *Canterbury Tales*—Bruce Catton
Whitman's *Leaves of Grass*—Mark Wiseman.

What classic do *you* consider completely dispensable? (You should have heard the JOURNAL staff argue that question.) Ask your students which classics they recommend for oblivion—and why. Also see what current best sellers they doubt will be or ever should be rated as classics.

What Really Happened?

Columnist Bill Gold's digest of a *National Geographic* release *(Washington Post,* June 19, 1969) brings to our attention the case of another classic, a historical one:

"My own impression has long been that the Bastille was a huge prison in which hundreds, possibly thousands, of political prisoners were chained up and forgotten for decades. One day, the French people stormed the Bastille, freed the political prisoners, and that touched off the great French Revolution. Very dramatic. Sound the trumpets.

"A fairy tale for the most part, the *Geographic* indicates. The Bastille was built to accommodate 50 prisoners at most, and in comparative luxury. Monied prisoners enjoyed richly furnished apartments, servants, delicious dinners, and visits from friends and relatives.

"In 1789, the Bastille was 407 years old, and had already been ordered torn down. But the government moved slowly, and the people tore it down themselves. Those who stormed it didn't conceive of their act as a heroic rebellion against the king; they were just looking for arms and ammunition.

"The rioters promised amnesty for the Bastille's defenders—then shot them after the surrender. All seven of the Bastille's prisoners were freed—four forgers, two madmen, and a count.

"The trumpets didn't sound until much later, when the new rulers of France decided that the rioters had been heroes and the sacking of the Bastille had been a prime symbol of the Revolution. Vive la France!"

Can you or your students think of other famous historical incidents that differ in actuality from the traditions enshrouding them? What do you know about the witches at Salem? The cavalry charge at San Juan Hill? The Battle of Bunker Hill? Certain Mayflower versus Jamestown priorities? The first man to reach the North Pole?

Can you cite instances where satire has been quoted as law and gospel? Do you know of historical novels whose unreliable accounts have come to be accepted as fact? By contrast, what science fiction is now virtually indistinguishable from actual scientific developments?

What To Do Next?

Please share with JOURNAL editors your nominations—and your students'—of classics that ought to be unenshrined or historical incidents that need to be set straight or science fiction that has become reality. Write to TODAY'S EDUCATION, Section A, 1201 16th St., N.W., Washington, DC 20036. Your ideas may influence preparation of an article on this subject.

What Becomes of Letters to Editors?

We can't speak for other magazines, but we can assure you that JOURNAL editors carefully study their mail. Your comments on articles you like or dislike help to determine content. For you are important.

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Resolutions: See also page 42, this issue.

Requests for materials on this coupon must reach us by November 1, 1969.

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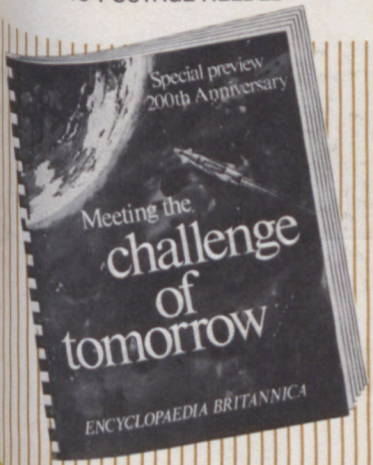

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